DOCUMENT RESUME

ED 177 088 SP 011 587

TITLE	Proceedings of the National Conference on Collaboration.
INSTITUTION	Florida Univ., Gainesville. Coll. of Education.
SPONS AGENCY	Multi-State Consortium on Performance-Based Teacher Education, Albany, N.Y.; Office of Education (DHEW), Washington, D.C. Teacher Corps.
PUB DATE	Feb 74
NOTE	267p.
EDRS PRICE	MF01/PC11 Plus Postage.
DESCRIPTORS	*Cooperative Planning; Curriculum; *Interinstitutional Cooperation; Performance Based Teacher Education; Program Development; Program Effectiveness; *Teacher Education; *Teaching Methods; *Team Administration; *Teamwork
IDENTIFIERS	*Collaboration; Florida

ABSTRACT

This collection focuses on the issue of collaboration in teacher education. Essays, program descriptions, materials development reports, and educational policy discussions debate the role collaboration may play, and argue the relative effectiveness of various programs based on cooperative effort of different genres. The Florida model in particular is examined. Micro-teaching, performance-based educational principles, and effective organizational design of collaborative programs are treated. The proceedings include statements by a panel of experts in the field of collaborative education as well as presenting four different case studies. (LD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED177088

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
William H. Drummond
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

PROCEEDINGS OF THE NATIONAL CONFERENCE ON

Performance-Based Teacher
Education Project
AACTE

COLLABORATION

UNIVERSITY OF FLORIDA
FEBRUARY 1974

SP 011587

Proceedings of the

National Conference on Collaboration

J. Wayne Reitz Union
University of Florida
February 5, 6, 7, 1974

sponsored by:

Performance-Based Teacher
Education Project
AACTE

U.S. Office of Education,
Teacher Corps

Multi-State Consortium on
Performance-Based
Teacher Education

College of Education,
University of Florida

8B 1237

Table of Contents

ACKNOWLEDGEMENTS iii

THE MANY FACES OF COLLABORATION

The Florida Collaborative Model Project
Bill Drummond and Anna Nuernberger 1

Socio-Political Issues in Collaboration
Bill Smith 15

Conditions of Collaboration
Solon T. Kimball 32

New Settings and Collaboration
Oron South 41

The Protocol Materials Project
Mike Kuhn 65

Collaboration and State Policy Development
William Cecil Golden 78

Collaboration's Multiple Realities
Maxine Greene 90

THE EXPERTS

Allen A. Schmieder and Sam J. Yarger 99

Susan Klein 102

Roy A. Edelfelt 105

Norman R. Dodl 108

TABLE OF CONTENTS (continued)

Theodore E. Andrews 111

Wilford A. Weber 113

George W. Denemark 117

Gordon Lawrence 120

CASE STUDIES IN COLLABORATION

Lackawanna: The Undergraduate Urban Teacher Education Program
Dick Collier and Steven Korach 127

Dallas: The Dallas Teacher Education Center
Ann Kieschnick and Dwane Kingery 162

San Francisco/Oakland: Collaboration in the Bay Area
Andrew J. Viscovich and Lewie Burnett 174

Chicago: The Ford Training and Placement Program
Henrietta Schwartz and Curtis Melnick 203

CONFERENCE ABSTRACTS

The Many Faces of Collaboration 239

Case Studies in Collaboration 245

Four Abstracts from the Conference in Orlando: Governance by Consortium 249

Acknowledgements

Holding a national conference on a university campus requires the help and support of many dedicated people. Those who helped plan and design the Collaboration Conference included: Dan Baker, Janet Branch, Bill Jones, Suzanne Kinzer, Marian Martinello, Kenneth Morris, Anna Nuernberger, Robert Pierson and Mary Lou Serafine. The back up staff of editors, secretaries and assistants included Lynn Buschman, Debbi Dykes, Karen Elwood, Ofelia Minagorri, Margie Morales and Lee Ann Williams. Anna Nuernberger and Margie Morales deserve special recognition, for they assumed key responsibilities in getting tasks done.

The conference planning group received encouragement and support for holding the conference from a number of sources: The Dean and faculty of the College of Education, the Florida State Department of Education, and the Director and staff of Teacher Corps, Washington, D.C.

The "bell of parity" design was created by Robert Burkhart of the State University College at Buffalo; permission for its use was granted by the New York State Department of Education.

Bill Drummond

The Many Faces of Collaboration

The Florida Collaboration Model Project

(A Very Strange Bird)

Bill Drummond
Director, Collaborative Model Project
University of Florida

Anna Nuernberger
Manager, Collaborative Model Project
University of Florida

PROLOGUE - A Bird's-Eye View of Himself With a Worm

The bird on high and the bird on land may trade options: the broad perspective may be exchanged for direct involvement. Both are necessary for learning and coping, but a single bird never has the choice of both options at once. He can fly or he can land, but he cannot keep the birdseye view which warns him of impending danger while he struggles for sustenance. Sometimes this is very unlucky for birds.

One who works at model development may be luckier, for he can simultaneously circle in the sky and watch himself on the ground as he struggles to loosen a worm from the soil. But at the same time the model developer may also see the hungry cats which are stalking him from several directions. Multiple perspective allows one to confuse problems with opportunities and vice versa. We see the perceptual problems of birds as analogous to the problems of people who struggle with new models, especially if the models involve collaboration.

- - - - - - - - - - - -

The Florida Collaboration Model Project was undertaken to improve interinstitutional communication and cooperation within the State of Florida and to establish a model for interinstitutional joint efforts in teacher education at the local level. In describing the collaboration model project this paper will discuss:

a definition of collaboration

. the nature of the Florida Collaboration Model, and

. the purposes of the National Conference on Collaboration

COLLABORATION

The press to develop a collaboration model in teacher education grew naturally out of the efforts by the U.S.O.E. and a number of state departments of education to make teacher education more field-centered and competency-based. It became apparent in several states that for competency-based field-oriented programs to grow and survive, universities, school organizations and professional organizations had to learn to work together, be responsive to one another's interests and problems and become more trusting and open about intentions and motives. The establishment of a joint enterprise in which organizations and institutions maintain their own unique goals and sovereignty and still share, in some degree, joint planning, joint decision making and joint resource utilization, is called collaboration. The word collaboration was chosen carefully; it was meant to include both the concept of mutuality of effort and the notion of working with the enemy. Collaboration can occur when organizational leaders realize that their organizations cannot achieve important organizational goals alone or without the help and support of others.

Collaboration can make any single issue much more complex. Organizations are continually confronted from two dimensions: the nomothetic, consisting of the needs of the institution, its perceived role and expectations;

and the idiographic, consisting of individual perceptions, personalities and needs dispositions of those affected. Institutions, in representing the integrated interests of individuals, depend upon representatives to speak for special interests and to hear a dynamic consensus. They are so interdependent that the relationship of the institution and the individual evokes images of mythical demi-gods: Atlas supporting the weight of the world on his shoulders, or Sisyphus damned forever to roll a huge rock to the mountain top each day and to watch it roll to the bottom again at night. One may view the hero as either the institution or the individual, depending on the dimension of the social system from which one is operating. The teacher who may be committed to the discovery of professional standards through work with an association or union, the college professor who is rewarded for research and publication rather than for service in the field, the school administrator who grapples with fluctuating budgets and who values efficiency, the parent who fears that political priorities supercede his child's development, and the state department official who seeks to share the burdens of power with all of those involved -- each may be subjected to conflicts of interests almost daily. They discover that when territorial imperatives overlap, the resultant organizational intersect is complex and unfamiliar. Old norms are inappropriate, and new ones may seem foreign, and therefore threatening. Thus, the second meaning of the term collaboration becomes appreciated: a working together with those who some consider to be the "enemy."

A list of the requirements for collaboration reveals further the challenge inherent in arrangements that become more than contractual cooperation. Collaboration requires:

1. some common goals, some mutual payoff
2. equitable power
3. commitment to cooperation
4. openness to the influence of others, shown by a willingness to change one's outlook, expectations and ways of working
5. clear assignment of roles and responsibilities
6. agreeable acceptance of assigned roles and responsibilities
7. structure which provides participant freedom to make the necessary day-to-day decisions to keep the project moving, to act independently
8. more time, more money and/or the reallocation of resources
9. continuing innovation, stimulating enterprise to keep the venture from dying of boredom.

The literature on collaboration reveals that the most important requisite for successful collaboration is the ability of participating members to communicate meaningfully.

> The inability of one organization or country to understand the political or social climate of another often eliminated the possibility of open communication, particularly when one or more of the parties involved dogmatically advocated an ideology alien to another. Numerous examples of failures in communications between persons of different cultures were cited which subverted cooperative efforts. Studies pertaining to cooperation in business and industry indicated that worker efficiency improved as communication improved; participation by workers in some aspects of decision making gave them "ownership" of the product for which they were responsible. In sum, successful collaboration seemed to be dependent upon the existence of open and accessible lines of communication and the ability to understand the culture, ideology and motives of the partners in the enterprise. [1]

In order for collaboration to proceed with some smoothness, collaborators need to be clear about their values, articulate in communicating them, and skillful in choosing procedures consistent with them. The processes of an organization are a product of its philosophy: as members of an organization develop methods for achieving objectives, they simultaneously are designing structures which determine behavior. When there is clarity about what is valued, there is less possibility that behaviors will conflict with valued beliefs, or that means will be inappropriate to ends. Training may be necessary for people to acquire the needed skills for working together. The provision of such training has been one of the purposes of the Collaboration Model Project.

THE FLORIDA MODEL

The first question faced was: "Who should be involved in a collaborative effort to improve teacher education?" But the response came from a second question: "Who has a stake in the nature and quality of teacher education in our geographic area?" Five "voices" were identified for the Florida Model: (1) students -- both students in the common schools and university students preparing to teach; (2) teachers working in the schools of the region; (3) administrators in the region's schools; (4) representatives of the colleges and universities -- community colleges, colleges of arts and sciences and the college of education; and (5) citizens -- especially citizens of the poor who are less well represented in school and community affairs.

The model design responds to the problem of political parity in part by allowing for an equal number of representatives to speak for each "voice." Those who participate in the Florida Model of Collaboration are:

1. a steering committee of the whole consisting of leaders from the three communities, public schools, professional associations, university faculty and student body, such as the deans of the colleges, the president of the university, the superintendents of schools, the presidents of the local professional associations, community action leaders, and honor students.
2. A fifteen member policy-working council consisting of three

selected individuals representing each of the counties and each of the voices.

Childhood Education Secondary Education Vocational Technical Education	Alachua County Bradford County Marion County	Alachua County Bradford County Marion County	Alachua County Bradford County Marion County	University other than Education College of Education One From Two Community Colleges
3 student representatives	3 citizen representatives	3 school administration representatives	3 teacher representatives	3 college representatives

(5 Voices, 15 Participants)

3. University of Florida project support staff consisting of the director, assistant director, manager, and a cadre of doctoral students from the college of education.

One may ask, how well has the collaboration council worked during the first several months? Has it become productive? In the first year of working together the council dealt with numerous significant items from both public and private agendas. For example, all members of the council did not share the view that input from every participant was desirable, and when the tempo of decision making dragged some participants expressed worry about "our progress" and accused the group of "wasting time." The staff arranged, however, that time was spent at each meeting in assessing whether or not personal needs and group needs were being met. This was accomplished by asking at each meeting "How are we doing as a group? Where are we?" and by the use of anonymous questionnaires asking about the process of the meeting and for suggestions about new directions. Membership on the council has not been achieved in the same ways and to the same degree by all participants. Some representatives, such as students and citizens, with a more vaguely defined constituency, have caused us to look again into the issue of representativeness as they have asked, "Whom do I represent? Can I speak for anyone other than myself?" The issue of productivity of the council is difficult to assess. Certainly members have been active and interested. Topics discussed in the council have been introduced informally in other "more responsible" groups, such as school boards, administrative councils, etc. Council members have reported that they believe their participation on the council has been important.

While clarity of role assignment and responsibility is considered essential to those involved in collaboration, clarity in these areas seems to be one of the most difficult achievements of collaborative groups. Change and confusion about what is expected of an individual results in some defensiveness, and an individual's perceptual field is narrowed by anxiety. Insecurity causes one to hear ego messages rather than task messages. The project has worked hard to help establish joint targets to improve communications, to establish trust, with the hope that some anxiety could be reduced and council members could expand and grow in their ability to perceive options and opportunities.

Other problems encountered in the first year are discussed at greater length by Suzanne Kinzer, assistant director, in a forthcoming monograph.[2] Some of the problems she identified were:

- lack of an explicit data base from which operational guidelines might be generated;
- a university reward system with a set of norms that appears to foster competition rather than collaboration;
- a skepticism on the part of public school personnel toward university faculty;
- a state-wide emphasis on accountability that was being interpreted in a competitive mode;
- low priority placed on public school and university staff development;
- an early skepticism on the part of the collaboration council members toward the project staff and each other.

Among the strategies of collaboration she discussed were:

- the documentation of the step-by-step process through which collaboration is achieved;
- the use of open-ended questionnaires, with time to deal with ego needs and "what's in it for me?" kinds of questions before thinking "collaborative" thoughts (individuals are allowed to establish feelings of identity and power before any power sharing can occur).

- the modeling of desired collaborative behaviors by the support staff
- skills training for collaboration.

Bill Smith's precaution that collaboration is a time-consuming and frustrating process was expressed by one council member as, "Can I afford to participate in anything that moves so slowly?" Our reply was a question: "Can you afford not to?"

THE NATIONAL CONFERENCE ON COLLABORATION

The Florida "bird" is one of three fledglings nested by the U.S.O.E. Teacher Corps. Each of the three projects, concerned with improving teacher education under the terms outlined earlier, hosted a national conference during 1973-74. The first meeting in November, held by SUNYA at Albany, New York, had two fundamental objectives. One was to provide data and resources for developing CBTE programs, the second was to provide initial contacts and work time for the invited institutions to begin or continue the development of their own programs. The third meeting was held at the University of Houston Teacher Education Center in March for the purpose of reviewing recent educational research and deriving from it pertinent development implications.

The National Conference on Collaboration, the second of the three meetings, was planned to focus on the special problems and opportunities created by broadening the base of participation in the governance of teacher education. To those involved in the Florida Model Project, it seemed the time had come to call "time out" and ask the educational establishment "How are we doing as a group? Do we know what we mean by 'collaboration'?" Although the concept of collaboration arrived during the era of consortia and teacher centers, it was never intended as a synonym for those terms. There were no guarantees that teacher centers will improve conditions or staff development opportunities. They could be operated in the same old top-down manner (which teachers say doesn't meet their needs) and called by a new name with a lot of added paperwork. So the conference was intended to focus not on a product but on a process: the means by which people work together to achieve individually held and agreed upon objectives.

To accomplish this end, the conference provided for information-sharing sessions and workshop-type experiences. Many distinguished participants presented their views on collaboration. Some were not of the usual teacher education establishment, while others were leaders in collaboration between colleges and public school systems; still others possessed broad experience and expertise in educational reform. Some of the issues which surfaced from this mix of shared experience were:

Who should be involved in educational policy decisions?

How can a collaborative group separate policy from operational activities?

How can a collaborative effort deal with institutional interests vs. individual interests?

What are the obligations of the profession in collaboration?

How should the community be defined?

CONCLUSION

Decentralization of educational decision making will succeed or fail depending on how skillfully the technology of collaboration is developed. For some, the die is cast and there is simply no time for old competitive ways. A bird named Jonathan Livingston experienced it this way:

> Jonathan nodded obediently. For the next few days he tried to behave like the other gulls; he really tried, screeching and fighting with the flock around the piers and fishing boats, diving on scraps of fish and bread. But he couldn't make it work.
>
> "It's all so pointless," he thought, deliberately dropping a hard-won anchovy to a hungry old gull chasing him. "I could be spending all this time learning to fly. There's so much to learn!"[3]

The creators of the Florida Model have no idea how their "bird" will look or fly; they have simply a few more ideas about what nurtures it, and in what climates it will flourish. Although in its youth it seems to be as slow and helpless as a dodo in the face of predators, it is probably a hearty bird, and a colorful one!

REFERENCES

1. William H. Drummond and M. Daniel Baker, "A State of the Art Paper Re Research on Collaboration in Teacher Education, " monograph of Florida Department of Education; Division of Elementary and Secondary Education; Florida Educational Research and Development Program (1974), p. 34.

2. Sue Kinzer, "The Florida Model of Collaboration: A Progress Report," monograph to be published by the Association of Teacher Educators, Washington, D.C.

3. Richard Bach, Jonathan Livingston Seagull: A Story (New York: Avon Books, 1970), pp. 14-15.

Socio-Political Issues in Collaboration.

Bill Smith

Director, Teacher Corps, United States
Office of Education

The theme of this conference is the concept of collaboration, and I would like to make a comment or two on the matter of community in the context of collaboration.

It is clear that if a conference of this type had been held four or five years ago, one could look over the audience and find a single cadre of people attending, all with pretty much the same single vested interest, sitting across the table from one another discussing issues from that single perspective. Today, I think it is safe to say, from the mix and the diversity of participants at this conference, that the concept of collaboration is working. If we have nothing more than the opportunity to get together, from as many different vested interest groups as are sitting in this room right now, we have collaboration. It is certainly a sign of the times that people are coming together to discuss some specific dimensions that relate to all of the different perspectives. I think that in itself is a true accomplishment.

One might see this conference as Phase I; that is, exploring the technological or technical dimension of collaboration. It is an excellent beginning, but there is a Phase II. Phase II is exploring the socio-political dimension of collaboration. As those of us who work in Washington look at collaboration from a national perspective we see it as having what we call a very real socio-political dimension. This socio-political dimension, to us, means the involvement of all the folks who have an interest in whatever is happening in the education of kids. These include parents and students and all those people in the community who in most instances don't get an opportunity to benefit from these kinds of experiences, except, for example, as members of the governor's council on teacher centers.

The joy of this conference today is that you are in a position to put together a Phase I technical perspective which will influence some very important considerations in American education. However, no matter how difficult it is for you to collaborate today, as teachers, as university people, as school administrators and as university administrators, you are but touching the surface of collaboration. Until you have an opportunity to include in that collaboration model the socio-political dimension, that is, the parents, community and the excluded, you cannot legitimize the whole process.

The issue of collaboration in competency-based teacher education can be explored, for example, in terms of both Phase I and Phase II. Competency-based teacher education suggests that one is to specify objectives, and after they are specified to make them public. Once they are made public, those objectives should stand public scrutiny. Everybody is in agreement that this is fundamental and basic.

Still, the matter of the objectives being made public is but the first step of a two-step process. This first step is a technical dimension and is necessary for the improvement of education. Now comes the question of how legitimate it is in the eyes of the public. As soon as you publicize objectives you have to recognize that you may be dealing with a whole new set of values that as professionals dealing with the technical dimension of CBTE you may not have foreseen as important or as necessary, or as required. I think that you will come to recognize the socio-political dimension because it is but an extension of the whole business of the presentation of specified objectives for public scrutiny.

The success of a collaborative effort is really a function of the openness of that entire process, and it seems to me that this conference is an ideal setting to come to grips with those technical pieces that are so important in a collaborative relationship. But remember, there is an audience in Phase II that you are going to have to deal with. Some very sensitive people are going to assume that they have been excluded permanently because they weren't included in the first meeting. The only way that this can be compensated for is for you to show the openness that has been generated from the school to the university setting.

I'd like to illustrate how this openness might work. In 1971 Rod Stuart and I took a team of people to Puerto Rico. We went there to put together an urban-rural school development program. The Puerto Rico government had just been given a percentage of the equitable geographical distribution of funds, and it was the first time that the Office of Education had resources that were to be made available to Puerto Rico. So we set up a needs assessment conference. We took with us seven Spanish-speaking people. (Incidentally, there wasn't one Puerto Rican in the group at the time -- they all turned out to be either Chicanos or Gringos who spoke Spanish.) We brought together the state education agency staff, who in Puerto Rico happen, as you may know, to be also the local education agency authority, and we brought together the University of Puerto Rico staff, the chancellor and his department heads. For a week we went through needs assessments and site visits. At the end of that week they had a luncheon, and the secretary of education and the chancellor sat, one on this side of the speaker's stand, one on the other. The chancellor rose at the appropriate point and said, "It's really a very historic event. In the history of Puerto Rico there has never been an occasion where the state education agency secretary and the unit heads have ever met in the same room with the University of Puerto Rico chancellor and his department heads." And the secretary got up and said, "But I want you to know I am not sure it would have happened now, but Mr. Smith said if we wanted the money, this is the only way we could do it."

Now I mention this only because I think it's really very significant. Even though most of us will not admit it, it is very difficult for us to pinpoint the time when state education agencies and the power in that state education agency and the university staff and some local education agency staff came together to discuss a single problem. Now I'm sure it has happened in a number of places, and I'm not interested in a debate, but if you weigh the number of times, I'm sure you will find that it is less than often that it occurs. When you think about collaboration in this context then you recognize that there has to be a purpose for it and when you start trying to define the purpose, you get to the most fundamental issue of all, the issue I hope to talk about today -- the issue of power, and what we try to call power equalization.

Let me first give you the chronological development of what we call collaboration. In 1968 when the National Defense Education Act money was being spent on teacher education for the disadvantaged, Bunny Smith wrote, in conjunction with others, Teachers for the Real World. In it he talks about a training complex, the bringing together of the university and the school in some neutral place where the best of the university and the best of the schools can do something to affect teacher education. The book also pointed out that up until that time, there really had not been any evidence that a single institution could deliver the kind of programming necessary to meet the specific needs of teachers in low-income areas.

Because there did not appear to be a system, a training complex seemed a viable alternative to bring the university and the schools together in a non-threatening neutral place to really be able to do the job. That notion fostered the Triple T program; and as you remember, the TTT program was in fact a collaboration between the liberal arts departments and the schools of education. As the program developed, it became clear that the school and the problems of the schools had to be dealt with. In an effort to deal with such problems, the TTT program grew from a collaboration between the liberal arts and the college of education to a collaboration among the liberal arts, colleges of education and the schools.

That was the basic design until they went to Tucson to have their first "community unfolding." Those of you who had the opportunity to go to that Tucson experience remember that somebody asked for a definition of the word "community" and when they did, they found out that the definition of community was the higher education school community, and this didn't deal with what we call Phase II which is the socio-political dimension. But 1968 was the year, right after Detroit had burned and Washington, D. C. was burning, and there was great sensitivity to the word "community" in the urban context. It thus became quite clear that the design had to be expanded to include the socio-political dimension of "community."

After the TTT program came the Teacher Corps. If you know the history of Teacher Corps, you know we always talked about the community. When we talked about community involvement we were talking about providing the intern with a learning experience in the community that would help that intern become more sensitive as a teacher to the problem of the community. In a number of projects the intern spent two days at a special service case study area or a group work area because it was a beneficial growth experience for the intern. There really was no intent in Teacher Corps to institute a community service project because the focus was on the intern. But you have to remember the time-line, and you have to remember that as we were moving along, "community" kept taking on more and more of a political dimension, especially in model cities areas, urban areas, and in culturally different areas.

26

From the TTT to the Teacher Corps, we moved to the Career Opportunity Program and continued to develop the socio-political concept of "community." For the very first time, in the Career Opportunity Program the Office insisted that there be an advisory council to help with the selection of the para-professionals to go into that training program. In 1971 when the Urban-Rural School Development began, it stipulated that there had to be a school-community council made up of half community people and half school staff of a single school and that that council would have decision making authority that was legal, within the context of both state and local education measures.

At Teacher Corps our understanding of "community" evolved from the collaborative relationships in the early Urban-Rural School Development Program, which focused on the school as a single unit of change. We learned that if we didn't understand that when we talked about "community" we might be talking about a place where the most powerful community representative is a lady who runs the post office, then we didn't understand the nature of the rural community and we were going to be talking about the urban program in a rural context. We then had to go through that whole process to understand that the dynamics in collaboration in an urban setting, are quite different from those in a rural setting.

In the course of distinguishing between the urban and rural community concept, we set aside sums of money that were to be what we called "two-pronged." First, a percentage of those dollars was to be spent on planning in order to allow the community, the school and the university to come together and work through a needs assessment. Second, from that needs assessment a proposal was developed. Once that proposal was developed, it was submitted to Washington for a sign-off.

During this process we found that there is no way in low-income areas for the federal government to be involved without being looked at as the "bureaucracy" that says one thing and does another. To improve this situation we developed at Stanford University a Leadership Training Institute which trained a group of facilitators across the country to work with sites in helping them to put together their proposal. The facilitators were people who had community involvement experience and some educational experience but who focused upon the community - the real community. They determined what it was about and how they would be able to get that community to understand the legitimacy of the process. Then, they developed a relationship where they could, as a form of technical assistance, provide for the resources that were there for planning. They used whatever kinds of resources were available in the city. If the community needed a law person, for example, they had the resources to get that person. They could build that proposal.

Our estimate was that it would take anywhere from three to six months to write the proposal, but we found out that three to six months was just enough time for them to agree to sit down and go to the next step. Now, I point this out together with about five cautions:

When you start talking about collaboration, the first thing that you have to recognize is that it is a very time consuming process. If you are expecting to have long-term impact, you have to build that in from the very inception; don't rush.

Second, take it one step at a time. The question of who receives the money, the university or the school system, is one of the issues. Another is: how do you staff, who is going to staff what, what is the staff going to do? Is the university simply going to get rid of two or three incompetents by moving them into a project or does the school system take the trouble makers and reassign them? All of these kinds of contentions must be worked out. You have to walk through it very carefully, but it has to be open and it has to be aboveboard, and that's a very difficult process.

Third, there needs to be an outside facilitator who is not to be permanent, who can come in as a neutral force and then move out. There should be no permanency built in for any outside facilitation; the whole process has to occur from inside. That's really very important. The primary reason that you need to have a facilitator is because you need to have somebody without a vested interest to be able to simply summarize the dialogue.

As an example of the problems associated with collaboration let's look at something that happened in California. Our program people said that since we have 11 projects in Teacher Corps there, we should be talking about a sharing consortium. We had some small resources to put there so I went out to see if they were interested. I said, "Look here's the idea: New York is doing it; Texas is going to do it. Are you guys interested? There are 11 of you out here. All you have to do is decide there is a need for a consortium and then build whatever kind of design you think makes some sense. Go easy because we don't have much money, but we'll help you in working through the sharing process." I must tell you it took half a day before they believed I was really saying they could have a consortium that was theirs. They swore that it was going to be another organizational structure, and they were against that, and they were sure that what this really was was Smith's design to come up with a funding pattern that would either force them in or out of something. And that happened simply because most of us in education are skeptical about people who want to give us something that is going to be beneficial. Now there is not a finer group of project directors than there is in California. As a matter of fact, the joy of that group is that they are honest from the very beginning and they say, "We don't trust you." But I mention this because it seems to me that if you don't see the time constraints involved in collaboration, you are going to be in serious trouble.

The fourth caution is something you are not going to like at all, and that is, "Think Small." You're talking about a complex mechanism, and the tendency is to try to take everything at the same time. But you really need to think about those pieces. First, you must think of the design and then sort out the priorities of testing those pieces, so that you can get a handle on one part. Then, you have to test it; retest it; and you have to work out details like staffing so that you have an understanding of what staffing is. You have to move slowly, and you have to move simply, and you have to be sure that you think small. Take one area at a time.

The last point is the most important point of all. You have to start thinking about a "journal of negative findings." You cannot be afraid to say, "I'm wrong." We always feel that there is a go/no-go funding decision attached to any kind of negative journalism; however, if you don't get someone who can be detached from what's going on to observe the process and document the process, and if you didn't specify what it was that was to be done, you'll never really be in a position to look back and see where your mistakes are.

This is another one of the things we found back in the Urban-Rural School Development Program. At Stanford they chose a doctoral candidate in history research as the observer for two years. He used to come to all the meetings and we would say to him, "What's going on?" and he'd say, "I don't know." And he'd go out to the field, and they would say, "Hey, what's going on?" and he would say, "I don't know." Then he wrote his report and he treated us rather badly. He said some aspects were not organized, and that to him we didn't commit ourselves as an agency to the LTI when it was needed at each of those places. And he was right. Now we have that document. Regardless of the bias of the observer, you need the disinterested documentation. The point is that if you don't document it, if you are afraid to let people know that there are steps that they don't have to take because it has already been done , then everybody will be inventing the wheel. If there is a way of bringing in a negative journal to help the governor's council understand the kinds of things that had been done and the steps they may not have to take, it becomes very, very important for them.

There is a demand for collaborative relationships, first because there is an energy crisis and you can no longer afford to waste resources; and second, there is a financial crisis in higher education and local educational agencies. For example, I know of a small private institution that works with the city; they had a miscalculation of a small number of students and they were hundreds of thousands of dollars in the hole. The only way they see themselves as able to stay in the business of education is to align themselves with that urban city and to develop programs that are relevant to the needs of those teachers.

We are no longer talking about the kind of collaboration that takes place voluntarily. Because of the way things are going, the only way for all of us to be able to impact on American education is to be working together. We can no longer afford the waste of duplication. Six recent revolutions have shown us that we must begin to collaborate.

The first is the "teacher revolution." Dr. Mario Fantini calls it unionization, and I am reminded of the fact that when I started as a teacher it was going to take me 36 years to get to my maximum salary, and that was in the fifties. Teacher negotiation was once a force that talked only about salary. Now, teacher negotiation deals with new kinds of collaboration within its own association and unions, and with the right for decisions and governance.

The second revolution is what I call the "cultural revolution." Through the trauma of the 60's it became quite clear that the minority cultures began to look for their own identity. There was a demand for more and more people who came from the same ethnic group to become part of the whole design of teacher education. We found that the teachers who were in our schools did not know how to deal with this cultural revolution, and you know that administrators and university boards didn't know how to deal with the youth counter-culture revolution. In fact, somebody once said that we negotiated away most of what we ever had in a matter of a year and a half. I'm not saying that's good or bad - I'm simply saying that it happened. I submit to you also that the cultural revolution and the whole question of cultural pluralism becomes a critical issue, and it is something which we've not yet really begun to face.

The third revolution is what I call the "knowledge and technology revolution." In the last ten years, more data, more knowledge has been generated that in the 100 years before. There are many of our teachers who are still fearful that the machine is going to replace them. Already, there's too much information for them to be able to dispense. Rather, they should understand that the machine is a resource to be used by them. Technology is to be available to them to help them to do a more effective job of facilitating the learning process for kids.

The fourth revolution is what I call the "Right to Education revolution." If you look at the number of states today that have already had cases that say that handicapped children have a right to be in the regular classroom and if you look at the number of states today that either through state legislation or through administrative fiat have already dictated that they will be mainstreaming, that in itself is a rather revolutionary circumstance. You should know in the Teacher Corps that one of the things we have stated for the ninth cycle, and one of the things we are going to insist upon in the eighth cycle, is that every intern who is in our program must come out with techniques for identifying and diagnosing the kids who are already in the classroom, In low income areas 40% of the handicapped kids are in those classrooms now. If our interns can't deal with diagnosing those needs, what do we expect the regular classroom teachers to do in a state that has mandated the right to education? The implications for teacher education are fantastic.

The fifth revolution involves competency-based teacher education. One of the things we have to look at is whether it is mechanistic or humanistic, or whether, in fact, it could be either. We also need to look at the research steps needed to improve it. This is an issue I'm sure you will be dealing with here, and it becomes very important in the context of the kinds of things that are occurring and are going to impact upon those of us who are in teacher education.

The last and probably the most important revolution coneerns the state legislatures. They are mandating accountability when they may not even know the implications of demanding it. But more importantly, state legislatures are requiring more and more information about education. In this period of time, the administration says that education is a state function. State legislatures are taking that seriously. Therefore, it seems to me that we have to look at whether the state education agency is included in the kind of collaborative relationships that exist in any setting. If the state isn't thinking about joint funding between the IHE and the LEA, if the state isn't talking about what kind of operating expenses it can give for what period of time, or what kind of capital outlay it can make, then it's not doing the job it should be doing in this period of time. Teacher education needs all of the players sitting around the table.

Conditions of Collaboration

Solon T. Kimball

Professor of Anthropology, University of Florida

The experiences recounted by Bill Smith* lead neatly to some remarks which I should like to make. I see my comments as complementary to his experiences since I propose to approach the problem of collaboration much more from an analytical point of view. First, I will recall the emphasis he gave to the role of the facilitator, since in anthropology we observe among other peoples a comparable and essential role which we have called the role of the stranger. Bill Smith refers to the facilitator as neutral, and it is also our experience that such an individual gains strength by being an outsider. In fact, some societies have actually built a special role for the stranger who can bring together diverse individuals or groups in situations where the divisions of their habitual life ways would have prevented such a joining. As you can imagine, this is a very important function. But there is an emphasis and a caution that should be added. The facilitator or the stranger must never take a leadership position; never, never, never, never. Once this occurs, he has lost the influence which his neutrality bestows. In the leadership role he tells others what to do, and this is the mistake that a large number of those have made who act in the role of consultants or who are in the position to be the catalyst for a collaborative effort. They know so much more about what to do in contrast to those who are in their first stumbling steps that they get impatient, and so they intervene and attempt to solve the problems themselves. The first time they step in, they have killed or begun to lose their effectiveness in this very special role of the stranger, as Bill Smith calls it, the facilitator.

---

* See preceding article -- ed.

There was a further point he mentions toward the end of his paper to which I also want to refer. I mention it because it applies to comments I wish to make about a pluralistic situation. He uses this term in a double sense of meaning as I try to understand what he is saying. He says that in situations where individuals come together as representatives of organizations, or as representatives of themselves, they are likely to present viewpoints which oftentimes might well be antithetical or in some kind of hostile relationship to each other. But at the same time he also indicates that some of the changes that have occurred in American society in recent years have given visibility to a cluster of our minority groups that did not have that visibility previously. In particular, although he does not mention them, I assume he is referring to the blacks, Chicanos, the American Indians and perhaps others. This cluster of minority groups represent a rather different position in American society by virtue of persistent discrimination against them, in contrast to other minorities which have never had to face exclusion in any such degree. The enforced separateness of this particular group of minorities has led one of my colleagues to refer to them as the "beleaguered minorities." They are beleaguered because of very special circumstances that attend their place in American society. So we should be aware of a double pluralism. On the one hand there is the pluralism of cultural difference between Chicano, American Indian and black, and between certain other segments of American society; in addition there is pluralism of an institutional kind. These latter are formal agencies of government, universities, schools, churches, voluntary associations and private groups, all of which also have vested interests. Hence there is a highly complex cultural and organizational system that Bill Smith is warning us has to be considered in any attempt to achieve a collaborative effort among individuals representative of these groups.

I don't believe in definitions. I tell my classes, which causes them a great deal of distress, "Make up your own definitions, because definitions are mostly the skills of words strung together." If some people string their words together better than others, that's fine. Anyway, for this occasion I consulted the Webster International Dictionary as my authority to discover what collaboration meant, and I shall report to you what it said. There I read, "Collaboration is the act of working together as in writing a book; or in aesthetic, scientific or literary enterprises; working with the enemy." For the word "collaborationist," however, there was nothing about cooperative effort of writing a book, It explicitly states that: "a collaborationist is one who works with the enemy."

Let us start with this definition. I think it is excellent, very short, perhaps even worth writing down, or at least going to the dictionary to get its precise language. When you are concerned with the nature of organizational systems, as I have been, you inevitably become involved with their internal structure. (I regret that I must lapse into the jargon of my profession, but I hope that I will be understood.) This includes the nature of the relationships between individuals in a group with stable membership - their activities and order of action. You are also concerned with the relationship between groups and make the distinction between internal and external relationships. As an example drawn from the international scene, the negotiations the United States carries on with other foreign powers are known as external relationships. In this context internal relationships would refer to the interplay of group systems found within American society; the most comprehensive of such systems is the community, to which we can also apply the context of internal and external relationships.

I use the concept of a community as a settlement of individuals who carry on their daily and yearly activities together and who meet most of their needs from their cooperative efforts in various institutions. These include family, the church, education, health, government, and what not. Furthermore, even in the simplest kinds of communities, individuals differ from each other in various ways. They may be distinguished on the basis of age, sex and status, and sometimes on other criteria identification, such as race or ethnic origin. It is from such categorical divisions that all of us derive individual and group identity.

One of the characteristics of all organizational systems is that in both internal and external there are always tensions. Contrary to the Utopians, who would have us believe that the ideal should be peace and harmony when we shall all lie down like lambs with the lion, such a Utopian world means the end of existence. In fact, out of tension has come the evolution of life and its perpetuation. Tensions are equally essential aspects of community life, and of the community's institutional life. And the kinds of divisions which I just enumerated for you are valuable segments for enterprises which hope to accomplish anything.

We should make the distinction, however, between human groups which utilize a collaborative effort and human groups which represent an institutional arrangement. A collaborative arrangement is one that brings together discrete groups that normally do not join in united efforts for the achievement of a specified goal. In many instances, these groups are so disparate that there are no mutual areas of common interest and hence no basis for either cohesion or tension between them. A stamp club and a bowling team are an example. Or a collaborative effort may also include groups, or representatives of such groups, who represent antithetical interests and are natural enemies.

The structure of a relationship gives us one basis for determining. Thus those who are in a subordinate position and can be exploited can be so classified. The natural enemy of the teacher is the principal. The natural enemy of the student is the teacher. The natural enemy of the parent may be the school administration, or it may be the teacher. Hence the order of relationships creates system tensions. Such statements are derived from observation of the structure of human relations. In the relationship which obtains between a teacher and a student the direction of initiation always flows from the teacher to the student, who responds. The objection may be made that a student initiates when the hand is raised to ask to be excused or for some other purpose, but remember it is always the teacher who gives the final direction to student request. There is a near obsessive fear which originates in the training period and is reinforced by principals. Student or classroom control leads to disaster.

The same pattern may be observed in the relationship between parents and their children. Thus an individual who in one instance is a student is in another instance a child, but in both situations is subordinate to an adult in a different institutional setting. As a consequence of their shared supervisor position vis-a-vis the young, parents and teachers become tangent to each other. The individual whom they jointly subordinate provides the basis of both cohesion and tension. Teachers often remark that if parents would only train their children properly (to obey) discipline problems in the classroom would disappear and they could teach!! However, the behavior of both parents and teachers manifests a common agreement that the American child must become independent from his home in order to take his place in the adult world. The school is the public instrument which not only separates the child for long periods of time, but also socializes him to behavior in a formal institution and prepares him to escape from the home to take his place in the world.

We have now presented an additional aspect which affects the operation of collaboration -- the social setting. Change in the conditions of the social environment in which groups operate may increase or decrease the tensions between them. In the setting of the school the groups may be identified as administrators, teachers and students, and the school is connected with families composed of parents and children. Students and children equate, the others do not -- except fortuitously. The contrasting structure and functions of school and family reveal the divergences of interests but also a commonality of concern which arises from their common tangency to the young. But the urgency of the need for collaboration between these groups should be seen as a response to the social setting which requires the preparation of the young for their incorporation into the public world of work.

Unfortunately, however, collaborative efforts frequently fail to bring all of the concerned groups into a working relationship. All too often it is the subordinate group which is overlooked. As example, the 1960 White House Conference on Children brought together experts from all areas of American life. Several volumes were published in which their views and recommendations were recorded. But it is an interesting fact that not a single youth was invited to that conference, nor was a single statement in all the wordage written about youth by youth. Such an omission excluded a rich source of information and must inevitably hamper collaborative efforts. If the model which I have presented above is taken seriously such an oversight will not occur.

I can summarize my remarks with the following general statement: Collaboration arises, it seems to me, under two circumstances. It appears when there is a threat to a community from the outside which creates the necessity for groups of people or institutions that have had limited cooperation with each other to come together and to plan to defend themselves against the impending threat. The other possibility for a collaborative effort is one where some sort of problem is identified which affects groups sufficiently that they or their representatives come together for the purpose of talking about the common interest which they share. Or there may be a combination of both of these which stimulates collaboration. In either event, the situation unites clusterings of people who ordinarily do not cooperate with each other or whose past relationships involve a great deal of tension.

New Settings and Collaboration

Oron South

Organizational Development Specialist and Consultant
To the Monroe County, Florida, School System

In some ways I represent, or try to fill, the kind of role Solon Kimball talks about* -- that of the stranger, and I want to refer to other things he says.

* See preceding article -- ed.

By design, the agreement I have with the Superintendent in Monroe County does not call for me to be in charge of anything -- I have no line or staff role. Hopefully, this frees me up to take the view of the stranger provided I can deal with my own needs in such a way that they do not get in the way of the role.

In Organization Development (OD) practice, we have tried to look at several aspects of the institutionalization of the role. As Solon notes, it may be difficult to be in charge of something and at the same time try to effect change. Another problem, well known and talked about among OD consultants, is that consultants often feel they ought to be doing something useful, and in the process of trying to do this may wreck an organization. So, hopefully, the Lord will be good to you, and if you have a stranger he will not be nervous and guilty over inaction. There are times when it may be more helpful to let events flow and to work with the flow. At any rate, my function in many instances is that of being the outside man, or as I designate it, the inside-outside guy trying to look at things in a different sort of way.

In preparing for this conference, given my background and interests, several alternatives seemed available. One was to talk about new technology. A second was to look at new uses for old technology. A third was to look at resource management, and the fourth was to look at attitudes and values. In much of our society it seems to me that we generally gravitate toward the technology part, and really don't deal adequately with the other parts. In terms of trying to effect a different kind of collaboration, the difficult issues are in alternatives three and four. So, I'm going to start with these and in some senses work backward to new technology. (See Figure 1)[1]

In part this approach reflects my interest in "new settings" in organizations. As our environment impinges on us, it involves us in what amounts to a new setting - our old organization, our old setting, is transformed before us. These transformations force on us the need for working together in different sorts of ways. My conclusion is that many of these new ways ought to be collaborative, that we ought to have increased collaboration within and between organizations.

There seem to me to be a number of compelling reasons why we ought to devote more attention to collaboration, why we ought to change some of our attitudes and values. I'd like to describe some of these reasons briefly. My intent is to try to do a bit of consciousness raising, to present patterns, rather than to present or transmit facts.

Why collaborate? Peter Drucker has written extensively in the past few years about the difference between our age and previous ages. One of the things Drucker notes is that manual workers and physical resources were at the base of the production system. Today, knowledge workers are increasingly at the base of the production pyramid. If you think about this for a while, this has some pretty profound implications. When knowledge is in the worker,

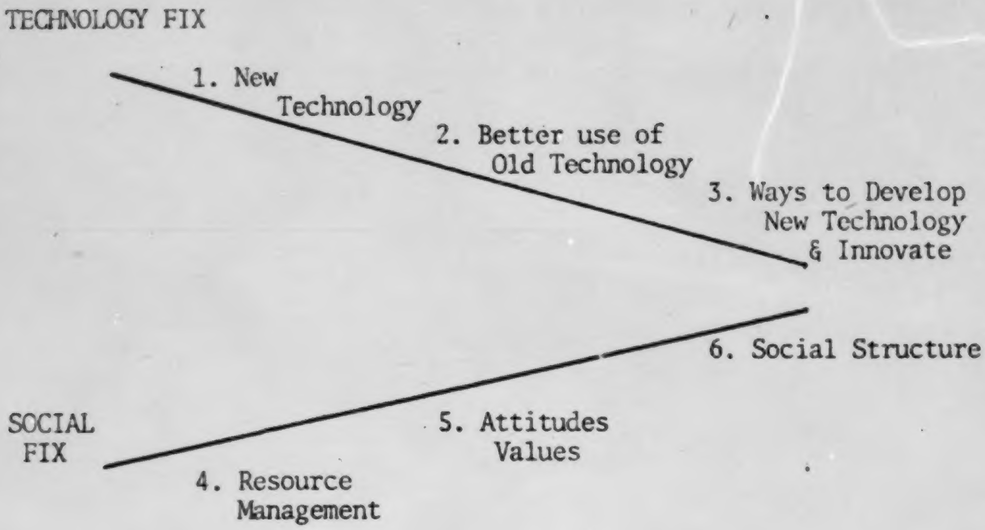
TECHNOLOGY FIX
1. New Technology
2. Better use of Old Technology
3. Ways to Develop New Technology & Innovate
6. Social Structure
SOCIAL FIX
5. Attitudes Values
4. Resource Management

FIGURE 1

the manager no longer has control over one of the most important resources of production.

In effect, this means that the worker himself is the primary resource, and if the worker can't interact with other workers, can't problem-solve, can't make decisions, can't communicate, then you don't get much work done, although you may have people around for eight hours a day. I think this development puts us in a different ball game than we have been accustomed to in the past -- this is a new setting for us. One of the outcomes of this seems to be an increasing interest in accountability.

Related to the emergence of the importance of knowledge work is the finding that power is no longer homogeneous. If you're top man in your organization, one thing you are aware of is that you can't get anything done by orders, especially in a human services organization. The possession of statutory authority or legal authority no longer assures legitimacy and the power to compel a person to use his inner resources. Further, even with organizational authority, you cannot compel the kind of communication and interaction needed. You have to get these through the use of something besides legal authority and power. And this is a new order of business for many.

A third change which propels us into a new setting is an increase in subjective uncertainty (as we are confronted with more and more choices, and as the future is in some respects open, we are uncertain as to what choices people will actually make). I use the term subjective uncertainty to distinguish it from statistical uncertainty, as I do not believe you can deal satisfactorily with subjective uncertainty by methods designed to treat with statistical uncertainty -- the two simply are not the same phenomenon. Using statistical approaches may help reduce anxiety, but that's not the same as coping with the situation.

A fourth reason for believing we are in a new setting is that we are increasingly recognizing interdependence, in which events and relationships in one area affect events and relationships in other areas. The oil crisis, the crisis in confidence in government, and other crises, suggest how interdependent we have become. This interdependence requires more comprehensiveness in planning, as we must treat with many variables instead of just one. This means we are in that unenviable situation of having to take everything into account in planning, when we know intellectually that this is impossible. But the things neglected are often the things that arise to cause problems later.

Fortunately, some new approaches to research are emerging to take into account changes in needs, and the problem of subjective uncertainty. When you are doing research on the physical world, you can separate yourself to some extent from that on which you are doing research. That is, you can do what is called pure research, which someone else can take and apply.

In the social sciences there is a growing feeling among some that in dealing with human systems one cannot stand apart, as the social scientist learns through professional relationship. Relationships provide access to valid information, and if a relationship is not such that it helps the researcher learn, then the very information needed may be withheld. Thus, the more you try to control people, as you might through taking a physical research approach, the less likely you are to learn what may be most important. This gets back to the kind of thing Solon talks about -- the more you try to control the more difficulty you may encounter in learning.

Another type of research approach that is emerging is that of the RANN type - research applied to national need. Sponsored by the National Science Foundation, this is a new type of research. The intent, as I understand it, is to encourage problem solving, that is, learning how to solve some of the vexing national problems we have. As conducted, this type of research does not fit neatly into the traditional pure or applied category; it is what some call domain-based research.

Finally, let me mention the increase of what Herbert Simon calls artificial systems[2] (I am not using the term in a pejorative sense). Increasingly we are confronted with man-made systems, systems which do not occur in nature. And since they are man-made, they can be changed. There is nothing in Holy Writ anywhere, nothing engraved on stone tablets, that says the same kinds of relationships we have had in the past have to continue unchanged, now and forever and ever.

With artificial systems we are dealing with the science of the contingent, with the way things can be. We can ask what systems do, and what they ought to do, instead of what systems are made of. Increasingly, then, in education, in health services, and in the entire human systems area, people are saying: "Don't tell me what has been, what we're interested in is what can be and needs to be!"

As I use the term collaboration, I tend to think of it as an active process (with cooperation being more passive), and also one which includes the possibility of conflict. Here again, there seems to be an unconscious agreement with Solon. I think it is possible to collaborate with people with whom you may not agree, and toward whom you may have hostile feelings.

Collaboration also carries for me the sense of blending. Octavio Paz, the Mexican national poet, uses an analogy involving cooking that illustrates the point I am trying to make about blending. He writes:

> Traditional North American cooking is a cuisine with no mysteries: simple, spiceless, nutritious food. No tricks: the carrot is the honest carrot, the potato is not ashamed of being a potato, and the steak is a bloody giant....The separation among the different ingredients is analogous to the reserve prescribed for sexual, age, and class behavior. In other countries a meal is a communion and not only among the people at the table but among the ingredients themselves; a Yankee meal is saturated with Puritanism, is made up of exclusions .... North American cooking ignores ambiguity and ambivalence ... North American cooking is also the antipode of Mexican and Indian cooking, whose secret is the clashing of flavors. They unite the fresh and the piquant, the salty and the sweet, the acid and the hot, the harsh and the delicate.[3]

This uniting that Paz speaks of is difficult for those to comprehend who think of collaboration as denying differences, or submerging individuality. But if we can think of collaboration as meaning in some instances accentuating, supporting, and enhancing individuality, as with Mexican, French, and Chinese cuisine, then we can take a different view of possible relationships, and we may have a different perspective on what can be meant by multi-ethnic, multi-racial, and multi-national. Active complimenting, contrasting, accentuating, and shading -- all these aspects of uniting and blending carry for me the possibility of collaboration of this type producing something creative.

In summary, then, I see collaboration as containing an overlap in terms of process. That is, collaboration contains cooperation, contrast, and conflict, so that these are not mutually exclusive states or conditions.[4]

ORGANIZATION DESIGN PRINCIPLES

Certain principles seem to lend themselves to the new settings created by the changes mentioned. In saying this I am assuming that it is difficult to use old organization forms to contain new settings -- you can't get there from here.

One of the new design principles is the team principle, which involves collaboration across and between levels in an organization, and which brings skill and knowledge to bear on a problem. The team principle includes the notion that Solon mentions, that of bringing in people who are affected.

Another principle is that of multi-centered decision making. This goes back to the notion that knowledge workers control the basic resource, so it is useful to get decisions made where the knowledge is and where the interaction is that requires the application of the knowledge in a decision. The multi-centered notion contrasts with the bureaucratic notion that decision making relates to position and level.

Use of the system principle means designing around relationships, fitting means and ends together. When this principle is used, the nature of the system becomes the control in terms of behavior of elements in the system. If, for example, you want to develop or design a system in which 95% of the students in that system can perform some task at X level of proficiency, then all of the elements in the system will be controlled by the design criteria.

Another relatively new design principle is that of purpose. By this is meant that given a number of alternatives that can be reached or chosen, one organizes around purpose rather than around structure. One of my quarrels at times with some of the demand for competency statements, especially in change efforts, is that there is a demand for competencies without stating what frameworks or tasks the competencies relate to, and within which they find their meaning. Perhaps another way of making the point I want to make is to say that in redesigning an organization I don't think it is useful to start with competency statements. One way is to start with purpose, and then look at key functions and key tasks, key building units, and so forth, In a high school, for example, if one of your key tasks is to increase professionalization around the disciplines, then organize by departments and develop competencies in department administration and functioning. If, however, one of your key tasks is not that of increasing professionalization around disciplines, but rather that of increasing professionalization around student needs, then for God's sake don't organize by departments. So, if you start with purpose, you can end up with structure, and at that point specify competency. I don't know whether you will agree with this point of view, but it's my way of trying to look at functions and tasks before trying to engineer an organization.

ORGANIZATIONAL ROLES FOR COLLABORATION

What are some of the kinds of roles that are important in collaboration? One of them, although the term is awkward, I'll call "opportunity recognizer." This is the person who looks at the unseized opportunities for collaboration that exist in every organization. In lots of settings if you ask people to get together to look at the chances they missed to innovate, or something like that, they generally will be able to recall a number of chances missed. I think it is possible to do the same thing around collaboration.

Another role is that of the collaborative entrepreneur - the person who sees an opportunity and tries to work it. The entrepreneur's task is facilitated by the collaborative gatekeepers, who make a way for those who want to collaborate on different things.

It is also useful to have someone who can act as what in industry would be called the product manager. That is, someone who can take a collaborative effort or collaborative task, and stay with it until it gets done. You would expect this person to develop skills relevant to collaboration management.

A conflict converter role would involve someone looking at conflict to find ways of transcending conflict to turn it into something creative.

A communication-decision analyst might go through the organization trying to understand it, and to see how people are communicating with each other and what kinds of decisions are unmade. This role does not have to be one where the task is to get people to communicate. Rather, the task is to try to understand what kind of communication is taking place.

I can also visualize that you might be able to use something along the line of a venture decision on the part of management in terms of collaboration. So, whereas now in industrial organizations you have management venture decision making around new products, you might also have this same function around a process, such as collaboration.

Finally, collaboration needs colleague support, support from within the organization and from without. In many types of risk ventures, which collaboration may be at times, it is useful to have what the sociologists call an "invisible college," that is, a group of peers outside the organization who can give you some support in what you are trying to do, and who also can tell you whether you are being out of touch with reality.

An interesting instance and example of one of the roles I mentioned, that of the entrepreneur, is found in the organization with which I am working, the school district of Monroe County. One of the members of the district has seen what he thinks is a need for a type of collaboration which has not existed before, at least in terms of a formal role. He has tested his perception of the collaborative opportunity with all of the principals, and has gotten some very positive responses. This testing however, since it involves entrepreneurship, has turned some people off, while it has turned others on. Eventually, a management venture decision will have to be made, of one sort or another, as collaboration coming out of change can bring conflict. In turn, however, the opportunity is created for someone else to take the conflict and try to work with it in a collaborative fashion.

I cannot guarantee the roles I have described in the sense of having a lot of research to back me up. What I have tried to do is to describe some possibilities in terms of visualizing an organization in which there is a high value on collaboration.

ESCALATING COLLABORATION

Let me move now to trying to look at collaboration as an inter- or intra-organizational kind of effort. My sense of this is that you first or frequently start out around a specific task. Then, if you think of this as a progression, if this matches your experience, the most difficult kind of collaboration to get (but also the kind that has the highest potential payoff) is the generic kind, in which we're working on a problem that all of us have. Finally, the highest payoff is a problem that both of us have - it is generic and also environmental. I'll try to give some examples of this.

What I'm trying to examine is: how do you escalate collaboration? Or how do you de-escalate? My assumption is that you de-escalate by trying to move toward the specific all the time, and that you escalate, in terms of learning, creativity, and innovation, by trying to be more general and deal with system-type problems which you and others have in common.

To illustrate what I mean by going from the specific to the generic, let me use as an example three people working together, one from a state department of education, another from a university, and the third from a school district. Frequently my impression is that the three will be working on a specific task within the school district (in my experience it is not common for the school district to expect to work on problems within the university or the department of education). The nature of the collaboration changes when the three begin working on a problem which all three organizations have in common. This does not mean the problem becomes easier, but rather that the three are sharing in a different kind of endeavor with a different kind of payoff potential.

Examples of generic system type problems might be:

1. What is the role of education and schools (universities) in the transition to a post-industrial society? Among a lot of people there is a consensus that we are moving into a new kind of society. What is the role of education in this society? Especially public education?
2. How do you create and maintain non-alienating teaching-learning relationships?
3. How do you educate organizations and social systems? We have always assumed that the basic learning unit in our society is the individual. In a time of rapid change, however, it appears that there is another kind of basic unit: the organization and the social system. So, how do you educate an institution?

If you are a member of a minority group, it may be much easier for you to see the need for trying to educate an organization or institution. With racism, for example, you are dealing with an institutional problem. Similarly, if you are looking at the utilization of human resources, you are also involved in an institutional educational endeavor. Thus, when you ask how to develop a new kind of order, or how to educate people for a new kind of social development, I think you are asking: how do we enter into

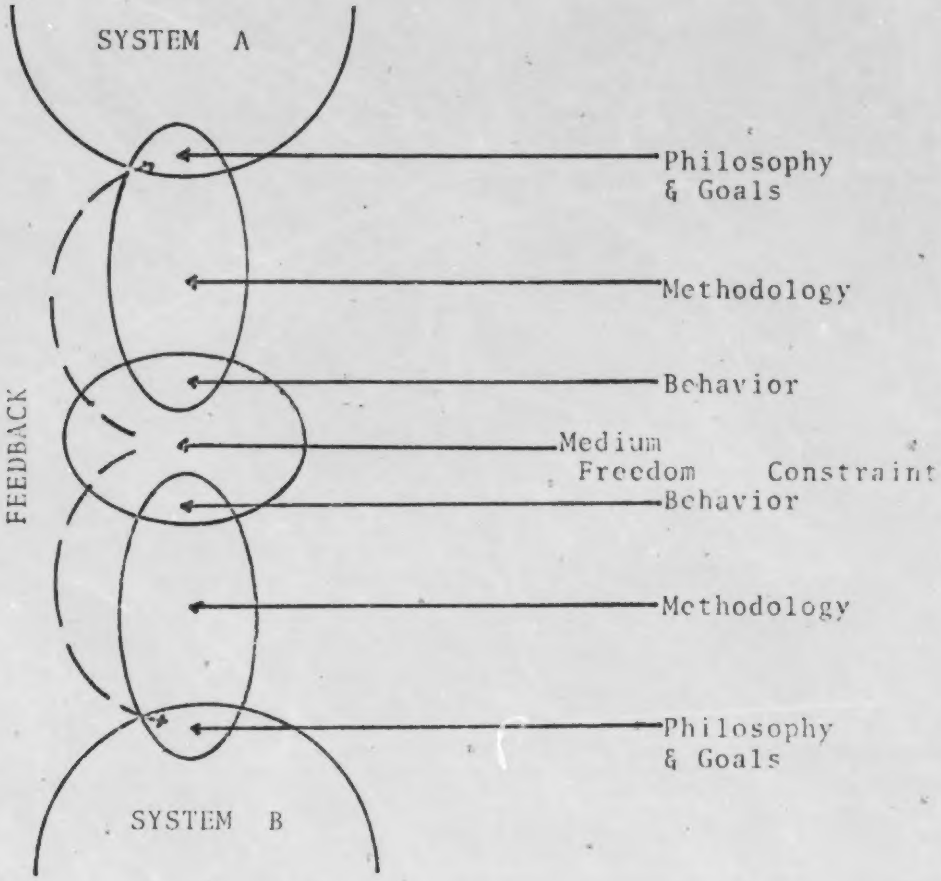
SYSTEM A
Philosophy & Goals
Methodology
Behavior
Medium
Freedom Constraint
Behavior
Methodology
Philosophy & Goals
SYSTEM B
FEEDBACK

FIGURE 2

INTERFACE MANAGEMENT

different kinds of collaborative arrangements and focus on tasks that deal with different kinds of relationships?

INTERFACE MANAGEMENT

As you begin to try to change relationships, I think you find that the interfaces between organizations and within organizations have a high influence on the type of collaboration possible. In Figure 2 I have tried to depict my conception of some of the major elements in an interface. Each organization participating in the interface has a philosophy (of interface operations and behavior), which in turn gives rise to a methodology, which in turn structures behavior. At the point of interaction, the pattern of interaction will flow from the mixing and meeting of the two structured behaviors. This pattern produces and is responsible for the "medium." I use the term in the sense used by Coleridge when he said that the medium by which people understand one another is not the surrounding air, but the freedom they possess (or do not possess) in common.

To illustrate this let me again use an example from minority-majority relations. If you are a member of a minority, and if you live in a large city in a ghetto, you become aware that the major interfaces (such as planning, problem-solving, and decision-making) with other groups (especially the power structure) contain mediums which ensure that the ghetto is likely to end up short.

In working with educational organizations, one of the things I have become aware of is the assumption of superiority and dependency operating in the interface, creating a medium of constraint rather than collaboration. While I cannot prove my hypothesis, I suspect that the interfaces between and within educational organizations are highly influenced by the teacher-student interface, in which the student is expected to be dependent. The attitudes generated by this then carry over into inter-agency relations. How you break out of this set may be somewhat difficult, as it involves changing philosophy and methodology. Solon mentions that many of our interactions are structured by fear of losing control, and this makes collaboration difficult. Changing some of these patterns, then, turns out to be fairly difficult, at least in my experience.

TECHNOLOGY

Richard Walton of the Harvard Business School provides one type of framework for looking at some of the issues involved in working together. Walton points out that in collaboration, as well as in conflict and bargaining, there are two major dimensions: the identity dimension and the task dimension. His conception is partially depicted in Figure 3, which indicates that the highest payoff is integrative activity which reinforces identity.[5]

According to Walton's model the most difficult situation is that in which there is competition over tasks and an identity conflict. By identity conflict is meant that the role assumed in collaboration is discrepant with

	INSTRUMENTAL STAKES	EXPRESSIVE STAKES
COMPATIBLE	INTEGRATIVE TASK ACTIVITIES problem-solving	IDENTITY REINFORCEMENT
INCOMPATIBLE	COMPETITIVE TASK ACTIVITIES: conflict bargaining	IDENTITY CONFLICT

FIGURE 3

TASK DIMENSIONS AND INTELLECTUAL DIMENSIONS	IDENTITY DIMENSIONS AND EXPRESSIVE STAKES	
		COLLABORATION
		COOPERATION
		NEGOTIATION & BARGAINING
		CONFLICT

FIGURE 4

the identity wanted or existing. Casting someone as a follower, for example, when they see themselves as an initiator, can provoke an identity conflict. Conversely, when the nature of the role called for reinforces a person's view of himself (or an agency's view of itself), then the situation becomes more tractable.

If we move from conflict to negotiation/bargaining, to cooperation, and then to collaboration -- if I can use such a picture -- then it is possible to think about escalating collaboration. Using Walton's concepts, I've tried to depict this notion of an escalation ladder in Figure 4. To do this I've borrowed a term from international relations, where it is common to talk about escalating and de-escalating conflict, and where Herman Kahn popularized the concept of escalation ladder. Here I'm trying to apply the notion to collaboration rather than to conflict. My notion is that we know much more about how to set up and operate competitive organizations than about establishing and maintaining collaborative organizations.

ESCALATION LADDERS

If I try to operationalize the notion of ladder in the two dimensions suggested by Walton, then one kind of picture might be that shown in Figure 5. In terms of identity, I first try to deal with the reduction of barriers. I can do this through trying to be as authentic as possible, and by trying to tell what my real goals are and what my basic constraints are.

ESCALATION LADDER

Increase in intensity, complexity, & subtlety

PROBLEM SOLVING & INTEGRATION	IDENTITY MAINTENANCE AND EXTENSION	
synthesizing and harmonizing. accentuating extremes. creates new orders. producing uniqueness.	communion and clashing. uniting of hot and cold, certain and uncertain, salty and sweet, harsh and delicate.	BLENDING
looking at different patterns. Function analysis. Gestalt analysis (examining gestalts)	changing set. examining own ecology to find opportunities for satisfying new needs, or ways of being in the world	DEVELOPING ALTERNATIVES
pluralize (rather than dualize). change time assumptions. Change contexts. identify self imposed and externally imposed limits.	change identity assumptions. Check minimax assumptions about identity/role. check tensions.	EXPLORATION
check range of action. check perspectives as to task describe organization examine system needs and dynamics	interchange roles describe sentiments of others at home. disclose basic goals and objectives; disclose resources and constraints.	BARRIER REDUCTION AUTHENTICITY

FIGURE 5

Conversely, if I want to de-escalate collaboration, I can overstate my position, and try to keep the other person off balance. And the more I do this, the more difficult it may make it for the other person to level, because there may be an increase in feelings of vulnerability.

If it is possible to reduce barriers, then it may be useful to explore possible identity/role shadings and postures, and what taking different identities and roles might mean and/or offer. Included in such exploration would be reality testing to determine the accuracy of projections.

From exploring realities, it may be useful to examine social ecology to see if this offers additional alternatives for viewing and understanding the situation. This can be followed by exploration of the potential of changing set.

Finally, one can assume the possibility of something like the blending mentioned earlier, in which something unique and creative emerges.

Movement from one area to another in some way, I suppose, presumes a different kind of strain on the individual or agency, in terms of identity. If this is true, then the higher the risks one can run, then the higher the possibility of collaborating.

Similarly, intellectually the more one can deal with the task dimensions into congruence, then the easier it is to move into higher or more complex forms of collaboration.

While it would be possible to dwell more on the details of the ladder presented, I don't wish to do this, as my intent has been to look at the problem of escalating collaboration, and to suggest that you might wish to try your hand at constructing your own ladder.

In summary, my experience is that if we can change the context in which we see and experience collaboration, as well as work at extending collaborative technology, then we can expand the collaboration spectrum. Overall, my view is that the concepts and technology of collaboration are less well developed than those of conflict. I hope we can change this situation.

FOOTNOTES

1. Adapted from a diagram and concept of Craig A. Decker, Science Policy Consultant, Columbia, Maryland, in Public Science Newsletter, Vol. IV, No. 10 (December 1973-January 1974), p. 1.

2. See Herbert A. Simon, The Sciences of the Artificial (Boston: MIT Press, 1970).

3. "Eroticism and Gastrosophy," Daedalus, Fall 1972, pp. 74-75.

4. Manfred Halpern contends that the five central issues in all human relationships are: "How do men bind each other in collaboration yet free each other for conflict from opposing positions; to assure continuity in their relationship with each other yet allow for change in the balance of costs and benefits in their relationship; and thus to produce justice?" Journal of International Affairs, Vol. XXIII, No. 1 (1969), pp. 58-59.

5. "Interorganizational Decision Making and Identity Conflict," in Interorganizational Decision Making, Matthew Tuite, Roger Chisholm, and Michael Radnor (eds.)(Chicago: Aldine, 1972), p. 100.

The Protocol Materials Project

Mike Kuhn
Associate, Bureau of Teacher Education and Certification
Florida Department of Education

[The Protocol Materials Project are the product of a collaborative effort begun in 1969 between the USOE, the universities, R & D Centers and LTI.]

Dr. William Smith* has mentioned B. Othanel Smith's book, "Teachers For the Real World." Among the many things B. O. Smith suggested in that book was the term "protocol materials." He suggested

*See page 15 -- ed.

that we needed to attempt to build a linkage between real human behavior and the concepts that we teach beginning teachers in their freshman and sophomore years. These concepts are often taught through lecture or reading, and the examples given quite often utilize mice, pigeons, and other animals to illustrate the behavior. We then ask them to go out as juniors and seniors and make observations in classrooms. The evidence would suggest that these students are unable to translate the behavior that they observe in terms of the concepts learned earlier.

The conclusion then, was that we needed samples of human behavior that are recorded in some manner, either through print materials or through some form of media like 16mm film. The advantage of having a recorded sample of behavior is that it provides a common, repeatable observation in a variety of settings. If I want students to focus on a particular kind of teacher behavior, or a particular kind of student behavior, and if I am sure that all are looking at the same thing, it is much easier to deal with that behavior if it is recorded. Protocol materials provide that repeatable observation.

Finally, it can be said that the major purpose of protocol materials is to help the teacher, the pre-and inservice teacher, understand what's happening and why. The protocols, then, are used to analyze behavior, to tie concepts and principles to real behaviors, develop the ability to diagnose and interpret the behavior, and finally as prerequisites to training in an applied instructional skill.

Why are they called protocols? When asked this question, B. O. Smith often refers to an incident which happened while he was talking to a doctor. This doctor explained that when trying to teach medical students the various problems of irregular heartbeats, the most efficient method was to use a record, that is, a tape recording, of representative heartbeats. The student listens to a particular sound and has that sound identified for him. He then assures himself that he can identify this sound and distinguish it from other irregular heartbeats. The alternative to this kind of training experience would be to have a doctor work in a one-to-one situation with the medical student. It would require many visits to many patients in the hospital to enable the student to hear and have identified for him, the particular irregularity of heartbeat which he was trying to learn. These tapes of heartbeats have been called protocols. Tape recordings and video tapes to teach concepts have been used in counselor education for some time. The purpose and use of the materials which I am discussing are similar to those of the previously cited examples. It is for that reason that B. O. Smith chose to refer to them as protocol materials.

The major difficulty that one encounters with the term "protocol" is that many people think only of military protocol when they hear the term. Rules for military protocol are in a sense rules for behavior or interpreting behavior, and our use of the term is not as unusual as some would think.

The last statement suggested that protocol materials might be a prerequisite to training materials. To some it may seem that a false distinction is made in separating protocol and training materials. The simplest way to think about this distinction is in terms of intent. The goal of protocol materials is to bring a person to a cognitive level of understanding. We do not expect that a person would be able to go out after having received training through the use of protocol materials and to be able to apply that skill or concept in his teaching. It is assumed that something needs to follow the use of the protocol materials to enable the teacher to use that concept in his or her own teaching. The contrast is made, then, between the protocol materials which help one to passively interpret the behavior which is viewed, and training materials which aim at developing specific instructional skills or to utilize the concepts in teaching.

Training materials can also be applied directly to improvement of classroom technique. It is sometimes difficult to take a protocol or instruction received through a protocol, and apply it to one's reading class the next morning. While this may cause problems for some, it is believed by B. O. Smith and others that this type of knowledge of what a concept is, and what the behaviors look like that can be interpreted as examples of this concept, are necessary prerequisites to moving into the training aspects

One of the institutions where protocol materials are being developed is Utah State University under the direction of Dr. Walter Borg. He has developed two sets of materials. One is from the first set which he calls "Teacher Language." The specific concept within the overall concept of teacher language, is called "Encouragement." Borg describes or defines encouragement as teacher language designed to reward desirable student responses which tends to increase student achievement and bring about better classroom interaction. The concept of encouragement can be broken down into three sub-concepts which Borg calls general praise, specific praise, and using student ideas.

The choice of concepts for protocol development has been left to the discretion of the developer. One of the strong points, we think, of the protocol materials is that the developer is required to select his concepts from research. There should be sufficient evidence within the literature, and part of this requires that the concept be dealt with by more than one researcher , to indicate that the concept is important in teaching. The written materials which accompany the protocol on "Encouragement" contain citations of a number of studies. One of these citations notes that Rosenshine found nine studies indicating a low positive relationship between general praise and student achievement. Borg feels that this gives some indication that general praise alone does lead to increased student achievement.

The teachers in those particular studies had not received specific training in the use of praise and so the variable he was looking at was the use of praise by the teacher as an influence on student achievement. Another study cited in the manual was one conducted by Spalding, Lourie, and Cook, which indicates that a significant increase, and again he does not define what significant is, in desired student behavior was brought about through the use of specific student praise. Regarding the third of the sub-concepts, that is the use of student ideas, it is addressed again by Barak Rosenshine in the bibliography. He found eight or nine studies which indicated a positive relationship between the use of student ideas and student achievement.

The three sub-concepts identified by Walter Borg would be characterized as follows: general praise includes such statements as "good," "fine," "that's excellent." Specific praise would be something like, "John, you did a good job" or "Your description was fine." The use of student ideas acknowledges ideas by referring to them and using them in the classroom discussion. A module accompanies each of the films because it is Dr. Borg's contention that one film could not be expected to carry the full weight of teaching the concept to the student. For each film there is a booklet and the tasks are laid out in the beginning with expected time to complete tasks and with space for recording actual time for completion of self-evaluations as one progresses to the module. The initial task is to learn the behavioral indicators of the concept and this is accomplished by use of a transcript. The student is allowed as much time as needed to begin the identification of the concept. The second task is the use of a timed transcript in which the student must identify the cued statement as either examples or non-examples of the concept. The third step is to move to the film which requires that the student analyze and interpret the behavior in a real time situation. The post assessment is in written form utilizing a timed script. An assessment film is planned allowing the student to be tested in the same medium that is used for instruction. The final pages of the module seek to extend the protocol beyond the level of concept acquisition. A number of suggestions for applying the concept in teaching situations are included. These activities include micro-teaching, peer teaching, and other activities which seek to enable the student to add the use of that concept to his repretoire of teaching behaviors.

A bit of evidence comes from a research study recently reported from Buffalo, New York. This study indicates that what one attends to is the thing that one remembers and is likely to emulate in one's own behavior. So if we focus on the bad things, or if the teacher makes a point, "Now I want you to ignore those" or "I want you forget about the way this teacher is presenting the science lesson" or any of a number of similar points, then that is the thing which the student will focus on and the thing that he is most likely to remember. But if you take the other tack by stating, "The thing that I want you to focus on, is the way the teacher uses praise," that indeed is what the participant will most likely attend to and what he probably will remember."

There are, or were, a maximum of sixteen protocol projects. Fifteen of them were developing materials and the Florida project was established to do some other kinds of things. One of them, and the major task, was to get people in the field to try the materials and to get some reactions. The developers did the formative evaluations. They revised materials as they obtained feedback from various classes. We had hoped to do field tests here in Florida, but since I constitute the entire project, the task of monitoring and providing the kinds of controls needed for a true hard line field test simply can't be done. But what we are finding out is that we get all kinds of other information back from the users of these materials.

We have been using these materials in the State of Washington, and what we have found out there is that Borg's intent is to teach the concept in a rather contrived kind of situation, that is with 8 or 9 kids that you know are going to behave the way that they're supposed to behave. And after you've mastered that concept with the kind of assembly of individuals, then you are ready to go into the classroom where you have thirty individuals that represent the entire clientele and try that technique with the thirty youngsters. So it is a learning experience for the teacher in a situation where they know they are going to be successful. Like why go ahead with an activity where the risk is very great, and you have a possibility of failing more than you have a possibility of being successful?

Dr. David Berliner of the Far West Laboratory, who was involved with protocol projects at one point, has classified concepts as those close to doing and those far from doing. The concept probing, for example, would probably be classified as one that is close to doing. At Indiana University a protocol was developed on two complimentary concepts called probing and informing. In their study they found that students who received nothing but the film were able to exhibit the behavior in their teaching. They used a group that received specific training and no protocol and one that used protocol only and no training, and the two groups did equally well. The training group received some practice and other kinds of activities.

The first attempt at making protocols was to go into a classroom with a video tape and to tape an entire classroom with all the various kinds of things going on. Two difficulties became immediately apparent. One, it's nearly impossible to find evidence of the concepts that you are trying to teach, and two, there is so much going on that you can never focus in on anything. Even if the teacher behavior or the student behavior that you're after does occur, initially it is just too much.

L

I'm not trying to sell the programs that have been developed at the Far West Lab at Berkeley, but they have about 17 different instructional systems set up that are dealing with higher cognitive questioning and so on,

At this moment materials are not very available. There are really only two projects that have their materials on the market. One is the University of Colorado, and the other is Education Development Center in Cambridge, Massachusetts. The Far West first-year materials are available. They have some extra copies of the films, but you have to go directly to Far West and they have been having some kind of problem regarding financial matters. The Education Development Center materials fall into the area of Social Foundations. The overall concept that they attempt to deal with is called "Diversity." The series is called the "Classroom as a Learning Community." They built upon that the second year and moved into the larger community as being a learning environment. They have some documentary films in which they document the use of "Man, A Course of Study." The protocols are developed from those documentary films.

At the Center for Education in the Social Sciences, at the University of Colorado, Dr. Celeste Woodley has also been in the business of developing protocols. She has one interesting protocol, in that it is the only totally print protocol that we have. It is a part of a broad idea which she calls "Learners and their Characteristics: Implications for Instructional Decision Making." One protocol consists of these booklets. The booklets contain records of fictitious students. There is a cumulative record, a reading level test, an attitude toward school test, something about the socio-economic status, some tests of achievement, reading ability, and others. We do not need to have an ongoing record of behavior in order to have a protocol. Typical records found in a school provide sufficient data to extract concepts for interpreting behavior and for making decisions about the kind of instruction that a student ought to receive. This collection of information is available to most teachers and is one that they ought to make use of in trying to make instructional decisions.

The second unique protocol from the Colorado project is one that consists of a silent film strip entitled "Attitudes Toward School." The publication Media and Materials solicited students' reactions toward school. They were asked to write poems, statements or anything that they wanted about how they felt toward school. In the following issues they published many of these statements which were sent to them by the students. Dr. Woodley extracted from these a whole series of statements about school. It is interesting to note that while there are almost as many positive statements as there are negative, viewers tend to say, "Gee, the whole thing was negative." This one has caused some problems, and we don't know what is going to happen with it.

At Ohio State University, Dr. Frank Zidonis is also working with student or pupil behavior. The overall title of the project is "Language Acquisition in Young Children." Referring back to Berliner's classification, these are concepts that are far from doing. This isn't the kind of thing that one can take and apply directly to one's classroom. One concept dealt with in this series is called "Sequence of Acquisition, Semantic." There are series of five protocols which try to show the various aspects of the sequence of language acquisition on the part of young children.

Dr. Zidonis cites research as the basis for his concepts. "Much like adults, young children refer to novel forms in terms of object names. But unlike adults, they seem unable to converge upon a shared nomenclature for novel forms. As children mature they appear to converge on a name for a novel form by adding to the object name, information about contour, directionality, size, and number. In particular, familiar objects that approximate the shape of the novel form come to be generalized and shared readily. Adults appear to utilize highly specific names for familiar objects as well as a great precision in identifying and sharing directional, size, number, and contour features." He then cites three studies. Brooksburg, Kraus, and Weisberg have found that "Nursery school children refer to novel forms in terms of object names but are unable to share a nomenclature. They do about as well as adults, however, when provided with references. Then a study by Clark which said, "Children learn word meanings gradually by adding more and more features to their lexical entries.

The child begins by identifying the meaning of a word by only one or two perceptual features. Later, features are added that are either social or functional within the social context." And then, a study by Brown indicates that "general features are added first and as the child acquires new meanings it is through the addition of specific features. The sequence in which words are acquired is not wholly determined."

Frank cites a number of examples why the knowledge of the sequence of acquisition is important for teachers. An example might be the child at age three who will say, "He knew the answer." Dr. Zidonis believes that this use of the verb "know" is from imitation of adult speech. In maybe the first or second grade the child might say, "He knowed the answer." The first reaction might be to make a correction of the child's speech. But if one looks at the sequence of the acquisition of the various rules of the language, he might be cautious because it may be that the child has overgeneralized a rule. He has learned to add "ed" to form the past tense, and so if he knows that the present verb is "know" then obviously the past tense is "knowed." It is through these films that the teachers acquire a knowledge of the different aspects of sequence.

Collaboration and State Policy Development

William Cecil Golden

Associate Commissioner for Planning and Coordination
Florida Department of Education

What Florida is Like

First of all, we have a strong legislature. Any state desiring to make substantial progress in educational reform needs first to make sure that it has a strong legislature. Redistricting, which took place in Florida not too long ago, made it possible for there to be a new responsiveness in representation. Also, we have been most fortunate in assembling in Florida an extraordinarily able and dedicated group of legislators who seem to have no limitation on their willingness to concern themselves with responsibilities for educating the citizens of Florida. The legislature meets annually for a 60-day session, and holds monthly meetings in committees to get input on vital issues and to conduct oversight of the major programs established by the previous session.

Second, there is a single unitary Department of Education -- all public education (kindergarten through post-graduate study) is under one Commissioner. Further, the Governor and members of the Cabinet function as the State Board of Education. This means that education is a prime responsibility of those who have responsibility for all state business. Education has the attention of the Governor and all Cabinet members, and the Commissioner of Education as a member of the Cabinet has a full voice in all decisions relating to education and also to all other concerns of state government.

There is a manageable number of educational units for state and local governance: school districts -- 67 in all; community colleges -- 28 statewide; a State University System comprised of 9 universities; and 1 state-operated residential K-12 school for deaf and blind students.

Within these organizational structures, of course, there are individuals and (as we all recognize) it is a truism that "it is not systems that make things work, it is people." We are fortunate in Florida to have, in my opinion, some of the best people in the nation -- both professionally and as individuals. As long as we can have good people, we can solve any of the problems which may surface.

Agreements We Have On Our Beliefs in Education

It is unnecessary, I am sure, to dwell on the presumptuousness of testifying as to the inner beliefs and convictions of every individual within the various agencies for education in the state. However, to some degree, approval and acceptance of official policies, and evidences of commitment in the form of program action, can denote agreement. To this extent, educators in Florida can be said to have certain common beliefs about individuals, people, and the nature of society and its institutions. I will describe these beliefs, which I feel are part of Florida's consensus, very briefly:

First: Every individual is of infinite value, is unique, and has a right to become himself.

Second: Education should help a person become free.

Third: The good society is the open society - a society with options and with mechanisms for change.

Fourth: Existing political processes can be used to facilitate change.

Fifth: Institutions and agencies are valuable only to the extent they help achieve the aspirations of people, opening rather than closing options.

Sixth: Power must be widely shared, in order to assure the responsiveness of those institutions and agencies which affect people's choices.

Seventh: People, given the truth, will usually make wise choices.

Eighth: People are more important than things.

I think these beliefs carry a profoundly optimistic set of implications about the feasibility of more rapid progress toward the goals of education, and about the growth of a more responsive system for moving toward these goals. What has been happening within official organizational structures (in terms of policy decision) has fed my optimism.

Policy Decisions Made in the Past

I'm going to review very briefly five key policy decisions. Each of these has been effectuated in one way or the other through official action. All of them taken together are having a measurable impact and a noticeable effect on the climate for optimism.

First of all, the state's strategy for constructive educational change. This strategy models a simple set of principles which distill some beliefs about individuals, people, agencies, ways of work, and appropriate roles.

It also provides a set of guidelines simple enough for mass understanding, specific enough to be used, and general enough to cover all of education. The first element of the strategy involves clarifying goals and objectives. This says something about what individuals, people and agencies need to do constantly in order to remain responsive and attentive to whatever they decide really counts. It doesn't say that goals and objectives should be imposed. What it does imply is there is a responsibility to identify goals and objectives, to make them explicit and to make them public. And here the implication of shared decision making is strong and clear. The second element of the strategy has to do with analysis and assessment: constantly giving attention to checking on where one is, by gathering and processing data, and using this data for decision making. The third element emphasizes alternative strategies: considering multiple options, several ways of reaching those clarified goals. Again, all three of these elements -- clarifying goals and objectives, analysis and assessment, and alternative strategies -- not only depend upon, but mandate an active collaboration, a spirit of cooperation and renewal rather than regulation and constraints.

A second very important policy decision involved provision of developmental capital. The strategy for constructive change is supported by a State Educational Research and Development Program, financed by state appropriation and dedicated to providing the tools for constructive change. These tools are in the form of new products, new systems, and new

89

techniques; collections of data for decision making; items for assessing progress; and catalogs of objectives for both students and teachers. All of these tools are aimed at helping build the capacity for informed decision making and action. The State R&D Program also gives attention to dissemination and delivery of technical assistance, to help educators in the field use the new tools.

Statewide assessment of student progress represented another important step. The key element here is the emphasis on looking carefully, in a systematic way, at what the school programs are accomplishing, in terms of the most important product -- student learning. This means studies not in terms of grade-level norms but in terms of specific competencies of learners.

A fourth important decision had to do with accountability. It is significant that an accountability act was passed, but even more significant is the decision that the definition of accountability stresses the part of the educational process over which educators have control and can do something about -- explaining the use of resources in terms of their contribution to desired outcomes. Again, the movement is away from regulation, toward flexibility and cooperation, toward increased responsibility shared by more people.

A final policy decision has to do with removal of constraints at the local level. This policy decision engendered a number of changes in state law and regulations which increased the freedom of districts and institutions to make decisions affecting learning.

Need for A New Way of Planning and Collaboration

I'd like to discuss some of the whys and hows implied in some of these decisions made in the State of Florida (and increasingly elsewhere), especially as they relate to the idea of collaboration.

Good leadership is one implication. In departments of education, in institutions of higher education, in school district offices, in school centers, there has been both a demand for and a supply of people who can lead as well as administer, for people who are possessed of the kind of boldness of vision, responsiveness of action, and ability to plan, organize and manage which characterize ACTORS rather than RE-ACTORS.

Another implication is a tremendous increase in the involvement of more people in planning -- not just administrators at various levels, but teachers, students and parents as well. This involvement at the early planning stage carries with it a tremendous amount of responsibility, and requires a commitment of time, effort and teamwork which goes far beyond what we have become accustomed to in this day of specialization.

The pursuit of common goals is part of this new way also. This means getting together on priorities, looking for points of agreement rather than differences, and weighing the benefits of long-range versus short-range outcomes in making decisions and pursuing actions. We need to be supportive of each other and of all levels of education when we work with state legislators.

We can recognize also a need for an open system for dialogue -- a means for providing input before state regulations, guidelines and other instruments of policy are prepared.

We've also been sensitive to the need of an appropriate organizational structure. A unitary system with one department of education and a single policy making, coordinating state board of education. We must seek and promote an articulated state system of public education -- kindergarten through post-secondary, vocational education and advanced post-graduate university study.

The sharing of power is another need we have recognized -- sharing in a special way which increases the total amount of power we all have -- rather than reducing power by concentrating it in the hands of a few. The implication here, of course, is that power, like knowledge and wisdom, grows when it is shared. The benefits that accrue with the multiplication of power are of the same order as those resulting from exponential increases in wisdom.

A need for teamwork is another kind of need -- sharing the responsibility for action, for doing homework, for modifying ideas and plans on the basis of varied input.

And, finally, the need to share information. The new way of planning and collaborating involves an increase in meetings, and a need for new ways of both sending and receiving facts, data, ideas, opinions, and feelings.

Recent Policy Decision to Encourage Collaboration and Shared Decision Making

I'd like to discuss, very briefly, six of the most recent policy decisions which take into account some of the needs just outlined, responding to these needs through legislation and other forms of official action.

Comprehensive educational planning is perhaps the most dramatic and far-reaching. The legislation on comprehensive planning recognizes that the responsibility for determining what should happen in the schools (and even why) is essentially a local responsibility which carries with it the need to set priorities, to make decisions, to take actions, and to allocate resources. Comprehensive planning aims at a process which takes into account local goals and the needs of the local people, using the best information about what has been done and what can be done. The mechanism here for using input from all people involved, in looking at the past, the present, and the future, is built into the system. In other words -- we're trying to turn the schools back over to the people.

The Florida Educational Finance Act completely overhauled the structure by which school districts received funds, changing the old Minimum

Foundation Program (which came in its time and served a purpose which was responsive to the existing conditions). What the new structure does (in a nutshell) is open up options uncovered by comprehensive planning. It changed the formula for determining the funds to which a district is entitled from a teacher unit to a student base. It also changed from the district to the school as a unit for determining how the monies required to serve the students' needs can best be spent.

A third major policy decision recognized the school center as the unit of accountability. This decision takes into account the considerable body of research which suggests that it is at this level -- the school center -- that the most meaningful and significant change can be managed.

This emphasis on the management of responsibility at the school center enhances the role of principals, teachers, parents and students in shared decision-making, and thus the potential for constructive change and improvement in learning at the student level is greatly enhanced.

A fourth state policy I would like to mention is the one establishing School Advisory Committees -- another recognition of the need for community involvement and collaboration in looking at what is happening in schools and in providing input on how to improve.

Number Five on this list is a mandate for an Annual Report of School Progress from each school center, providing an accounting to the community of the most significant outcomes and information which that school wants to share.

A sixth item on this list are the policies establishing Teacher Education Centers in Florida, a culminating point in our consideration of mechanisms for collaboration. Without going into a great amount of detail, the intent of this legislation is to ensure that all parties involved help to decide on desired training needs and on the mechanisms for conducting training, evaluating its impact, and sharing the responsibilities of each task. This collaboration carries with it not only the responsibilities in planning and implementing, but also in maintaining the responsiveness of the whole system, and recognizing when there is need to change. The very fact that the definition of the teacher center was left to a collaborative advisory committee, with a mandate to shape the future policy, is evidence of the seriousness of this commitment to collaboration.

Implications for Training Needs

I have tried to provide an overview of some of the things that have happened and are happening in Florida and why we think they should be happening. I would also like to suggest that successful collaboration, shared decision making, shared power and all the benefits thereof, will make new demands on all of us who have roles which touch teacher education. For a long time we have accepted the idea that teaching involves career-long training. It is becoming increasingly clear that teachers in elementary and secondary classrooms are not the only individuals who need career-long training. School board members, trustees, superintendents, county staff personnel, university professors, state agency administrators, and consultants all need career-long training -- no role in our profession is exempt from the need for updating. The special skills involved in working together as a team are among the most critical in a whole galaxy of other new skills such as learning new systems for cost accounting, new techniques for processing information, new strategies for meeting needs of individuals.

The responsibility for providing this training is being placed upon the organizations to which people belong. Inservice activities for teachers have become the responsibility of the districts, in cooperation with state and federal agencies and universities, with a strong voice from the professional teacher. The same thing is implied here in the need, at the institution or agency level, to identify training needs, legitimize staff development as a professional obligation, and provide the means, through a collaborative effort, to renew the system through attention to re-training the people within it.

A final word. There is much in common between us -- whether we work in Texas or New York, in California or Pennsylvania, in the State of Washington or here in Florida. We can learn much from each other because we all are trying sincerely to do the same kind of job, and because we all believe that through education, the world of the future can be made better than the world of today.

Collaboration's Multiple Realities

Maxine Greene

Professor of English Education, Teachers College,
Columbia University

Alfred Schutz, philosopher of the social sciences, puts great stress on the ways in which members of every in-group depend on certain "recipes" for interpreting their social reality. The knowledge correlated to a particular cultural pattern, the kind of evidence brought to bear, the language used for expressing what is "normal" and "real" are all taken for granted as unquestionable. Schutz says that "it is the function of the cultural pattern to eliminate troublesome inquiries by offering ready-made directions for use, to replace truth hard to attain by comfortable truisms, and to substitute the self-explanatory for the questionable."[1] He uses the conception of the stranger in order to highlight the role of the unquestionable; since, when a stranger comes in contact with a group, he becomes the person "who has to place in question nearly everything that seems to be unquestionable to the members of the approached group." He does this because he does not share the basic assumptions of the group; he is not submerged, as are the group members, in what is taken for granted.

Now it seems to me that certain bureaucrats, technicians and resource managers in education function very much like the in-group Schutz describes. They interpret the segments of social reality that concern them by means of recipes or schemata they take for granted as appropriate - in fact as the only viable ones. The picture these schemata allow them to draw is taken to be a representative one, indeed an unquestionable description of what is normal and real; and the assumption is that what is normal for them is - or ought to be - normal for all other onlookers. Therefore they speak without apology about achievement and success; they see no problems in the idea of failure; they discuss learning in terms of competencies, teaching in terms of specified performances. If there is to be collaboration, they assume, it will be collaboration in the light of what is generally taken for granted with the aid of standard recipes.

This is where the stranger becomes important. Approaching the in-group from a different place, he does not take for granted what the in-group takes for granted; the recipes by which the group proceeds do not have the sacrosanct quality or the authority for him that they have for those involved. He is in a position, then, to raise questions about systems of relevance, schemata, assumptions -- not to the end of invalidating them, but to the end of changing conditions of consciousness. This means enabling persons to reflect upon what they take for granted, to understand the limited applicability, the specific applicability of their recipes, to realize there is no single normal reality.

I have perceived the educational philosopher as a stranger in this sense; but the anthropologist, the social psychologist, the sociologist, and the historian can play similar roles. Many social scientists are are as aware as are philosophers that their categories and models are cognitive constructs, and that the descriptions they provide are contingent on those constructs and are not to be confused with objective reality. Some of them understand as well that their categories and models have been founded (as Schutz puts it) "on the pre-scientific common-sense experience of social reality."[2] They are able to experience themselves as individuals with particular biographies, as persons in face-to-face relations with other persons, even as they function as social scientists geared to providing empirical descriptions of phenomena in the social world. Aware of this, conscious of the multiple realities in which they live as scientists and existing human beings, they may well communicate a self-consciousness with respect to recipes and models and schemata that will make less likely the submergence in the taken-for-granted so characteristic of educationists today.

When I think of collaboration, then, I think of the ability to understand differing vantage points and differing modes of interpretation. I am quite aware, for example, of the uses of behavioral modification techniques in the teaching of the retarded or the treatment of the addicted. In fact, I see nothing wrong in interpreting some of the realities of special education by means of behaviorist recipes. But I believe that those who are so involved should be critically conscious of their systems of relevance, of why they are using their selected schemata and how. There seems to me to be no reason why those of us who structure our realities by means of experimentalist or existentialist constructs should not be able to collaborate as colleagues, contemporaries, individuals. Each of us should be able to relate the schemata we use to our own systems of relevance, as they relate to the problems with which we deal. Each of us should be able to recognize that no one of us inhabits an exclusively "real" world. Like all other human beings, we are gearing into an undeniably common world (of education in American culture) by means of the work we do, the actions we undertake. But we approach the common with differing biographies, from different standpoints; and our jobs of work differ, depending on our capacities and on the problems we pose. What we have in common, therefore, is our shared experience as we, individually, interpret it; and we have our relations with one another, distinguished by the modes of consciousness we have of each other. We are in a situation together; and our situation, according to Merleau-Ponty, "is what links us to the whole of human experience." And he goes on to talk about our consciousness of the reality "our theoretical constructions retrace but could not possibly replace -- of the open and successive community of alter egos living, speaking, and thinking in one another's presence and in relation to nature as we sense its presence behind, around, and before us at the limits of our historical field."[3]

This viewing of collaboration becomes peculiarly relevant when we consider the diverse groups involved in the educational enterprise: the persons who are children and adolescents, the parents, the teachers, the administrators, the community representatives, the technologists, the therapists, the change agents, the teacher educators, the researchers, the publishers, the government officials, the union leaders. We have passed the point at which professional educators can impose some official reality upon a population. I hope that we have passed the point at which we can justifiably impose values that support social stratification; and by those I mean the values inherent in the success ethic, in tracking, in the hierarchical ordering of the young, not only in terms of I.Q., but in terms of worth. I hope that we have passed the point at which we insist on the taking for granted a connection between disability and desert. It is time, surely, to recognize that our most conventional recipes make it almost impossible for us to heed John Rawls, for instance, when he asserts that neither disadvantages nor advantages are deserved.[4] If nothing else, the difficulty of attending to Rawls may give us an insight into what we take for granted and how our schemata narrow our worlds.

And that, fundamentally, is my theme. I am not suggesting that we can live without constructs nor that we can make sense of things without schemata. I am suggesting that we become conscious of the schemata presently in use and that we treat them like fictions, "worthy of conditional assent."[5] Collaboration, as I see it, depends on that kind of critical consciousness. It can be realized to the extent we engage in dialogue across the distances that divide us. Dialogical relations, however, are only meaningful when every perspective involved is granted respect. A stranger's critical insight may enable educators to prepare for dialogue by reflecting on what they have taken for granted and acknowledging that there are multiple realities, multiple ways of interpreting the world. This may help them act in time as "co-investigators"[6] (to use Paulo Freire's language) and to avoid the kinds of cultural and pedagogical "invasion" that demean people and make it impossible for them to express themselves. It may help them as well to understand the language of bureaucratization and control presently being utilized by proponents of PBTE, who tend too often to confuse their particular "idea variables" with social reality. They, too, are frequently submerged in what they take for granted; and the only way to collaborate with them and fend off their invasions, it seems to me, is to approach them as critical strangers, holding the unquestionable up to question.

Of course we have to overcome the natural enmities that permeate our system. We have to challenge assumptions of superiority and dependence. We have to nurture subjective awareness on the part of the persons existing or trying to exist under the pressure of bureaucracies. Tensions are inescapable; disquietude is a necessity. But we can collaborate as strangers struggling against submergence; we can engage in dialogue as persons in situations, "thinking in one another's presence," striving to be conscious, to be.

REFERENCES

1. Alfred Schutz, "The Stranger," in Studies in Social Theory, Collected Papers II (The Hague: Martinus Nijhoff, 1964), p. 95.

2. Schutz, "The Dimensions of the Social World, " in Studies in Social Theory, p. 21.

3. Maurice Merleau-Ponty, The Essential Writings of Merleau-Ponty, ed. Alden L. Fisher (New York: Harcourt, Brace, and World, Inc., 1969), p. 77.

4. John Rawls, A Theory of Justice (Cambridge: Harvard University Press, 1971).

5. Frank Kermode, The Sense of an Ending (New York: Oxford University Press), p. 39.

6. Paulo Freire, Pedagogy of the Oppressed (New York: Herder and Herder, 1970), p. 68.

The Experts

Experts in Collaboration: Allen A. Schmieder

National Center for Improvement of Educational Systems
United States Office of Education

Sam J. Yarger

Teacher Center Project
Syracuse University

from "Teacher/Teaching Centering in America,"
Journal of Teacher Education, Volume XXV,
Number 1, Spring 1974, pp. 5-12

It has been generally estimated that it takes over twenty years for a new innovation to work its way into the mainstream of American education. It has taken less than half a decade for the teaching center to become a well known locus for new approaches to educational personnel development. . . .

. . . Teacher centering deals with several of the big questions that have confronted teacher educators for a number of years:

1. How can preservice and inservice educational personnel development be successfully linked?

2. How can curriculum development and staff development be effectively (and finally) integrated?

3. How can generally uncommunicative (sometimes unfriendly) educational constituencies. . . best share experiences and resources?

4. . . .. How can educational personnel be continually renewed in their ability and vigor?

. . . Because of the importance of the issues involved, the long years of development in related educational concepts and systems, and the post-Sputnik avalanche of resources for experimentation and innovation, teacher/teaching centering in America is much more widespread and complex than even the informed educator would generally expect. . . and probably with a much greater variety than in any other nation in the world.

If there is any one feature that characterizes American teaching centers, it is their diversity. . . . When the term "teaching center" is mentioned . . . it might just as well refer to three teachers opening a store-front in Harlem, as to a state-controlled network of centers designed to serve literally thousands of teachers and other educational personnel. As healthy as this condition is, it does suggest that if we attempt to define teaching centers as a single "thing," we run the risk of excluding many significant educational programs. Furthermore, it becomes clear that if we are going to understand and communicate about teaching centers in

America, we must develop an explanatory system that allows us not only to describe the ways they are organized but also permits us to delineate the functions that are served. . . .

There is a great deal of emphasis on cooperation and consortiums in the teaching center movement. . . . If there is any one common characteristic of the programs reported . . . it is the high emphasis placed on collaboration. /A/ Syracuse study showed that about 35 percent of school centers, 60 percent of university sites, and nearly 75 percent of special programs were part of consortium arrangements. . . . By far the most common form, approximately 40 percent of the total, included only a school system and an institution of higher education . . . . In both the university and select teaching center samples, college credit is the most frequently employed incentive. . . . In school-sponsored centers, as one might expect, released time from regular responsibilities was the primary incentive used. . . .

While the authors advocate most of what it is that centering is all about -- cooperation, shared resources, merging of theory and practice, emphasis on critical needs, priority on teaching, new materials and training approaches, personalization -- there is a need to assess more fully its various natures and purposes and to compare the relative success of different kinds of center types and programs.

Experts in Collaboration: Susan Klein

National Institute of Education

from "An Analysis of Consortia Models
for Educational R&D Training,"
unpublished draft, 1973

. . . The major objective of the R&D training consortia is to provide a mechanism for the client groups of R&D trainers, employers or students to give and receive training in research, development, dissemination and diffusion. . . . R&D training consortia should also be differentiated from the notion of using consortia arrangements to conduct R&D rather than acquire R&D competencies. . . . The three major educational R&D training consortia were to develop and test alternative training models. This means that aside from providing training and services to member agencies, the consortia were supposed to develop innovative organizational exemplars that could be replicated or adapted in other locations or circumstances. The consortia, especially in their developmental years, were also supposed to produce transportable R&D products. . . .

Sixty-two groups . . . wrote proposals for 6 months worth of planning work to develop new training models. . . . The three winning consortia proposals were:

1. The Far West Laboratory Consortia project, San Francisco, directed by Dr. Paul Hood to prepare generalists at paraprofessional and professional levels in educational development;
2. The Ohio State University Consortia, Columbus, project, directed by Dr. Daniel Stufflebeam to prepare evaluation personnel at several levels;
3. The Learning Research and Development Center Consortia project, Pittsburgh, directed by Drs. Glen Heathers, Bob Glaser and John Yeager to prepare curriculum developers.

. . . It appears that the original consortia groupings were too cumbersome for well coordinated training and instructional development work. While they were too large for joint decision making and operational purposes, they were not large enough to support all the interns or vice versa, to supply the desired number of students for various training experiences. . . .

The training strategies which seem to work the best in these consortia projects are:

(1) the fairly well established intern or practicum procedures with ade-

quate standards and good selection and matching of student and work supervisors, and

(2) the graduate assistantship-apprenticeship model within a university center (OSU). These university-based models are not new, although they may not have been very common in the emerging areas of D, D&E training. These experience-based preservice models are quite common in teaching, administration and counseling programs.

Experts in Collaboration: Roy A. Edelfelt

Staff Member
National Education Association

from "The Reform of Education and Teacher Education: A Complex Task," *Journal of Teacher Education,* Volume XXIII, Number 2, Summer 1972, pp. 117-125

. . . Change calls, first, for altering . . . professional education. Let us suppose this begins with organizing professors and students (undergraduate and graduate) into working teams: teams that study and work at changing curriculum and instruction; teams small enough to be manageable

112

and to deal with individual growth (faculty and students); teams that work in public schools as well as college; teams that use experience as the laboratory for the study of psychology, sociology, anthropology and education; teams that analyze and evaluate how each individual learns and teaches.

. . . We need, then, to establish teacher education schools . . . or settings adjacent to schools where the education of teachers takes place concurrently with the education of children, schools in which the community, the school and the college have reached some mutual agreements (contracts) about common and individual purposes. . . . Education would include much more than traditional in-school learning. All students would take part in planned work-study programs. Many outside people, agencies and institutions would be used as learning resources and experiences. School, no longer considered just a place for education, would extend far beyond the physical plant. It would then become an idea, not a place. It would be conceived of as a context in which people (students and faculty) live, work and learn. In one sense, it would be an experience for its own sake -- social, psychological, intellectual, physical and aesthetic. Planning for all this requires some rearranging and some re-education -- for students, teachers and parents.

. . . The issue is more than involvement for political purposes, to get input and concurrence so that teacher organizations support rather

113

than resist establishing renewal centers. The issue is also that renewal centers for teachers cannot succeed if they are not by the teacher, of the teacher and with the teacher. Teachers are tired of being done to, of having innovation imposed, of being led or pushed into inservice training. They are suspicious and resentful from too many experiences with education personnel who don't teach who devise schemes and content with little teacher input that teachers are expected to embrace and apply. The university master's degree program is the best illustration of the type of study that is usually piecemeal, haphazard and imposed. Encouragement of intrinsic motivation for professional development has too seldom been fostered for American teachers. The time is right to emphasize intrinsic motivation, and this must begin with teachers working on their own problems, indicating their own needs.

Experts in Collaboration: Norman R. Dodl

Director, CBE Consortium
Florida State University

from "Selecting Competency Outcomes for Teacher Education," *Journal of Teacher Education,* Volume XXIV, Number 3, Fall 1973, pp. 194-199

As teacher preparation programs become more field-based and more oriented toward the problems and needs of real schools, a needs assessment approach to specifying teacher competencies likely will become more of an accepted procedure. It is well suited to merging pre- and inservice programs for teacher preparation as well as consistent with the collaborative process . . . . Needs assessment requires university-based teacher educators to move into real schools and work closely with practitioners, students and community in establishing goals and pupil programs. It also requires diagnosing the competency needs of practitioners who implement these programs . . .

Classroom teachers, principals, students and possibly community representatives should have major involvement with teacher preparation faculty in selection of . . . competencies which provide functional descriptions of the job or role for which the preparation program is designed. Formal consortium arrangements should include teacher center policy groups, portal schools and other university-school district coalitions. They should make decisions on the competency outcomes for teacher education.

Informally, every teacher education program could move toward establishing operational collaboration by initiating ad hoc groups of the relevant participants to seek definition of the roles, functions, and competencies. Major changes in preparation programs can and will occur through the informal route. Such efforts also will greatly facilitate adaptive formal arrangements when that is politically feasible . . . .

Because the selection of competencies is partly a political process, there is the possibility that it will become totally a political process. State legislatures and state education agencies in many states already have moved toward mandating competency-based approaches to preparation and certification. If all concerned educators do not become involved in competency selection and if efforts are not redoubled to validate those competencies within the preparation context, it is possible that competency and performance standards will be set by agencies and representatives who are directly accountable for spending the state education dollar. As with other legislated and agency-mandated educational changes, those persons most affected by the decisions and with the most relevant input to the decision process are often bypassed. The probability of such action can be be reduced greatly by involving classroom teachers, school administrators, parents, students and university faculty now in seeking and publicizing competency selection for specific teacher education programs.

Experts in Collaboration: Theodore E. Andrews

Director, Multi-State Consortium on
Performance-Based Education

from *Atlanta or Atlantis*
(Syracuse: Multi-State Consortium on
Performance-Based Teacher Education, 1973)

The future of performance education is in the hands of the political decision makers. Despite the best and worst efforts of students, teachers, school administrators, college professors and/or administrators, the performance movement is no longer within their control . . . . Legislators and state education agencies are now . . . looking into law and into rules and regulations, policy decisions with implications of infinite potential . . . .

The state must decide . . . whether it will be concerned about the preservice certification of teachers, the inservice certification, or both.

118

Each of those initial decisions, in a real sense, establishes the target population . . . . States focusing on inservice or a combination of inservice and preservice broaden geometrically their target populations. Added to the college and university are the public school administration, the rights and responsibilities of teachers, and most likely but more indirectly both the teacher preparation students and the students in the schools as well as the public-at-large.

. . . Teachers will demand a significant role in any competency system that includes inservice, and . . . the very organization and structure of the public schools may make it difficult to implement a system without modifying that structure.

It might just be that society doesn't believe the creation of a supportive environment is as important as developing the needed reading and mathematical skills, no matter what the environment is. If so, the problem becomes: Change the competency or change the schools? And many states have put into motion policies designed ultimately to change the schools.

Experts in Collaboration: Wilford A. Weber

Models Elementary Director
University of Houston

from *Competency-Based Teacher Education: A Scenario* (Washington: AACTE, 1972), pp. 8-11, with James M. Cooper

/John Clarke is Chairman of Teacher Education at the State University. Jeffrey Craig, finishing his doctorate at Midwest University, is interviewing for a position on the Teacher Education faculty./

John: While we can test what a student knows here at the university, we can only see if that knowledge is put into practice to bring about desirable changes in children by a field test with children in a school or in a microteaching situation.

120

Jeff: Do you mean that many of the professors teach courses out in the schools?

John: Yes, we do that, but we also believe that many of our most skilled practitioners are public school teachers who, with additional training, can and should become part of our teacher education program staff. It's just like having an instructor working with trainees in a clinical setting.

Jeff: Is this what you actually do in your program?

John: Yes. We strongly believe that by locating the responsibility for preparing teachers solely with the university we would deprive our students of resources which should be available to teacher education. To get the schools really involved in teacher education means they must be equal partners in the decision-making process. We can't get that kind of involvement if we at the university still make all the decisions. It just wouldn't work.

Jeff: It sounds good, but what's in it for the schools? Since their primary responsibility is to the children they educate, why should they even want to become so involved in teacher education?

John: There are several reasons. First, the schools are very concerned about their inability to provide meaningful inservice programs for their teachers. They don't have all the talent they need, nor do they have large enough budgets to pay for a systematic inservice

John: program . . . . Second, because we place large numbers of students in particular target or portal schools for early awareness experiences as aides, student teachers, and full-time interns, the school receives many additional personnel to help in the regular curriculum. Third, because the school can count on these additional personnel, they have been able to mix them with regular teachers to form teaching teams that are differentiated according to the functions they perform.

. . . .

Jeff: You mentioned a Teacher Center. What does that mean in your program?

John: This is a federally funded center designed to provide inservice training for school personnel. It's a joint operation between the state department of education, the university and the public school system in the city. We've found that it's a beautiful way of creating a preservice/inservice continuum in teacher education.

Jeff: How so?

John: Although the center is designed primarily for inservice teacher education, we are able to tie our undergraduate program into many of the center's activities with the experienced teachers. And since many of the teachers are working with our intern and student

John: teachers, inservice work with them pays off for our own students. Also, graduates of our program who are hired by the district can continue to receive inservice training through the Teacher Center. . . .

Experts in Collaboration: George W. Denemark

Dean, College of Education
University of Kentucky

from draft of *Obligation for Reform: The Final Report of the Higher Education Task Force on Improvement and Reform in American Education* (Washington: AACTE, 1973), with Joost Yff

. . . Partnership in the task of improving education . . . demands new sensitivities, new commitments, new responses from . . . schools, colleges and universities, communities, organized professionals and government agencies. Each must approach this shared concern with willingness to admit possible earlier lapses and openness to a joint search for new ways of meeting the educational challenge confronting our nation.

. . . The Task Force . . . utilizes the construct "Personnel Develop-

124

ment Center," which it defines as a complex of persons working together in the interest of teacher education. The Personnel Development Center is not to be construed as a new place, but as a new set of interrelationships among people that would operate in an existing location or combination of existing locations.

. . . We urge that educational reform, through teacher education, incorporate existing, formally organized, functioning units, such as school boards and college trustees at the local level, and state councils for higher education or teacher education at the state level. Further, institutions and associations which, by virtue of their geographic proximity and accumulated knowledge of the local educational reality, should logically become participants in policy boards . . . (However) . . . although educational policy making happens at many levels (federal, state, district, local), what is done to and for learners (children in schools or teacher-students in Personnel Development Centers) is always done at the interface between the learner and the system -- at the local level. The Task Force believes that, in order to permit a true partnership approach to management and operation, the management model that now exists in most schools and districts will need to be altered significantly.

The Personnel Development Center staff arrangement would require most professional courses, seminars and other experiences to be given in the Center. Traditional prerequisites for teaching courses for college credit would need to be modified, and the conditions under which the courses are completed would vary widely depending upon the obligations and purposes of the Center . . . . In this setting, the new, diversified role of teacher educators and schools and colleges of teacher education will enhance the role of teacher education as a system . . . . The teacher educator becomes the organizing center and catalyst for developing the educational activities of all individuals in the Center . . . . All programs for training and retraining education personnel are developed cooperatively and combine emergent needs with continuing professional requirements. Preparation and development becomes a continuous process for teacher educators, administrators, teachers and teachers-to-be.

. . . That neither higher education nor the public schools alone can train teachers is clearly evident to the Task Force. The preparation and continuing development of education personnel is a task in which all have a part.

Experts in Collaboration: Gordon Lawrence

Professor of Education
University of Florida

from *Guidelines for Developing a Competency-Based Inservice Teacher Education Program* (Tallahassee: Florida DOE, 1974), with Charles V. Branch*

. . . As teachers (or prospective teachers) assess their competencies, engage in instructional activities and try out new teaching ideas in a competency-based program, three kinds of supervisory-management problems are inherent in the program structure. First, there are logistical problems -- the difficulties of allocating the time and talent of supervisory personnel . . . .

. . . A second practical problem in the competency approach is that individualization tends toward isolation. One of the positive things teachers have noted about workshops is the socializing and cooperative effort that often accompanies them, the opportunity to exchange ideas

*Order from: P.O. 190, Chipley FL32428

127

and discuss common problems . . . .

. . . Finally the relationships between teachers and supervisors are not always ones that are suited to the tasks of the competency approach. Some teachers have avoided certain modules or activities because using them involved working with a supervisor, and the teachers preferred not to be in that kind of relationship with their supervisors . . . .

A solution based on teacher management of /inservice/ CBTE . . . known as the Peer Panel and Portfolio Procedure, /is/ a means for teachers in small groups to help each other in building a portfolio record of demonstrated competencies. . . . A peer panel of several teachers could exchange ideas, assist each member by observing, collecting data and giving feedback, and generally provide the climate of mutual support needed. Working without a supervisor, at mutually convenient times, the teachers can begin their peer panel with structured materials and procedures that are addressed directly to the three problems. . . .

Despite the appeal of the peer panel idea, two questions concerned the program developers: (1) How can someone who has not yet gained proficiency in some competency area presume to offer feedback to a fellow panel member? And (2) if peer panels measure and keep portfolio records of demonstrated competencies, what is to prevent some teachers who do not respect the system from faking records for each other?

Our approach to dealing with both questions lay in the selection of procedures and materials for measuring competencies. The idea of "low-inference" measures seemed promising. The next [two] paragraphs explain the idea of low inference.

Tools for measuring behavior range along a continuum from high to low inference. High inference means that the tool or technique requires its user to infer one thing from another, to make a value judgment. For example, a rating sheet that asks an observer to score a teacher somewhere on a scale from "friendly" to "aloof" calls for quite a high inference. The observer must accumulate a number of bits of sensory data and make a judgment, putting a single mark on the scale. Because no criteria are given with the scale, another observer might be sensitive to quite different data and give a different rating.

Low inference means that the measurer is asked to report sensory data and include little or no inferring as to the meaning or value of the data. A well known measure of teacher behavior, Flanders' Interaction Analysis System, has an observer tally, among other things, the number of teacher statements of praise and criticism that occur in a specific time period. That is a relatively low-inference measure. The outcome of that measurement, added to other measures, might make possible a judgment about "friendliness" and "aloofness." However, that judgment is not for the observer to make. Moreover, "praise" and "criticism" are categories of behavior that a teacher can do something about; "friendliness" and "aloofness" are categories that offer little guidance as to what behaviors the teacher might change if he or she wanted to.

To sum up, a low-inference measure requires the measurer to report data and not make judgments (or make only low-order judgments). It should be added that low-inference data have a more constant meaning than do high-inference reports. A "C" in mathematics on a student report card, or a score of 82, are high-inference data that mean different things to different people. A file of a student's mathematics work sends a lower-inference message. . . .

Returning now to our question, *How can someone who has not yet gained proficiency in some competency area presume to offer feedback to a fellow panel member*? He or she can do that, with no presumption or pretention of expertise, so long as feedback is carefully structured to include only low-inference measurement.

. . . If the criteria for judgment are built into a module or have been previously decided by a teacher planning group, then the peer panel simply applies the criteria as they would another low-inference measure.

Perhaps the strongest reason for eliminating high-inference measurement and evaluation from the peer panel is a matter of psychological climate. The sense of mutuality and "moral support" comes when the group members do not have to pass judgment on each other. The supervisory-management tasks are conducted on the basis of equality, not superiority.

The second problematic question was, *What is to prevent some teachers who do not respect the system from faking portfolio records for each other?* Many low-inference measurements are a record of an activity or activities that have occurred. In many cases there could be no meaningful record without the activity preceding it . . . .

Perhaps the question of faking records can best be answered on another plane. A concern for accountability is one of the motive forces behind the competency approach. When practitioners in a field of work move collectively to establish and maintain accountability among themselves, they are establishing a profession in the best sense of that term. Accountability is also the point of the peer panel concept. Teachers can and will manage professional standards, but the opportunity to do so needs to be provided to them by their superordinates in the education system, the school administrators. Peer panel management is a modest and logical move toward teacher responsibility for professional standards (including the responsibility of bringing peer pressure to bear on those who would be tempted to fake their competency portfolios). . . .

Thus far, the people involved in competency-based education have given most of their time and talents to designing systematic plans for teacher education and to writing instructional specifications in new ways. . . . The need /is/ for attention now to the inservice teacher -- who is more central to the effectiveness of competency-based education than has been acknowledged.

NOTE OF ACKNOWLEDGEMENT -- The conference planners wish to thank the many other experts and group facilitators who served at the Collaboration Conference, whose contributions were not able to be included in the proceedings due to space limitations. We are especially grateful to:

Jim Steffenson, U.S. Office of Education
Rod Davis, Florida Education Association
Bruce Burke, Michigan State University
Charles Johnson, University of Georgia
Charles Reed, Florida Department of Education
Sarah White, University of Houston
John Hansen, Consortium of CBE Centers
Pat Cabrera, University of Southern California
Jim Dyer, Southern Consortium
Betty Beachum, Southeastern Interstate Project

Case Studies in Collaboration

Case Studies in Collaboration: Lackawanna

The Undergraduate Urban Teacher Education Program

Dick Collier

Professor of Education, State University College at Buffalo,
And Former Director of the Lackawanna Project

Steven Korach

Assistant Superintendent, Lackawanna Public Schools
Lackawanna, New York

The purpose of this presentation is to explain the Undergraduate Urban Teacher Education Program, which is located in Lackawanna, New York. It will try to explain to you not theory, but actuality. How did the school system and one institution move forward and develop a rather formal arrangement, and develop, we'll say, a program? We hope we can comment on some of the pieces, the components of our program. And though it may not be handled as such, the program we're going to describe was a competency-based program. We will also show how we modularized all of the instructional components in this field-centered program. We're not saying this is the only program -- we're saying this is one program based on our value judgements. And I hope I will be careful in my adjectives. We are not going to say it is better than or worse than other programs. One can challenge our assumptions and our statements, but all we want to do is at least to help provide an understanding of the flavor of what we did and how we did it. And then we want to share what we thought we accomplished. Was the end product, the graduate of this program, better than some of the other graduates that we produced and do produce in our institution?

Another notion which developed through our value judgment was that we thought a program in the inner city, to better accomplish its goals, had to be individualized. And that means you can't have one teacher teaching all children all the time. So we accepted the notion that you had to put a team of people together who had different skills, different professional levels; and to work as a team, you broke this large unit into several smaller instructional units. So we developed a differentiated staffing notion, and we will discuss that. Perhaps this should be number one. We assume that if you want to develop an institutional program, it takes a tremendous amount of time to retrain the people. After my experience in Montgomery County, I am convinced of that. We spent one percent of our time developing new curriculum guides, and a couple of meetings to introduce them. From that experience, I'm convinced we need to reverse it. We need to spend, say, one percent developing guides, and then tenfold percent training and maintaining the training program to implement the curriculum. That we don't do.

But in our program in Lackawanna, we spent many hours with teachers and college faculty to help them understand and become a part of the vehicle to institute change. And again, we might want to look at this, the college people. We really did accept the modular approach and took all of our instructional materials and modularized them.

Another point, and we really did a poor job on this one, is evaluation and research. Somehow in New York State they provide money (our institution and the school system does, too) to implement a program. The State Department said okay, if that is appropriate, you find your own funds to do the evaluation and research. And again, they said if you want to do that, find your own resources. So we did a poor job of it.

One of the things here that I would like to mention is that Lackawanna has been searching for many years to bring someone onto its campus for the purposes of helping us, helping the teachers and the staff and the administrators cope with an urgent situation. For many years, we were very unfortunate. It would appear that when we did have a student teacher coming from the various colleges that most of the student teachers chose sites that were suburban and just refused to come into urban situations. So therefore we had problems. Fortunately for us, at State University College at Buffalo there was a group of professors who were very much interested in urban settings. And when funds came along under the EPDA project and program, they approached Lackawanna and said they felt that this was the setting where they would like to attempt a program. And after sitting down, we went into what we referred to as UUTEP. This is just a little background.

Lackawanna is a community of approximately 27.5 thousand people. It is a steel town. The second largest Bethlehem Steel plant is located in Lackawanna, south of and adjacent to the city of Buffalo. The composition of the community is one that you sometimes read about when you say "across the tracks." Actually there is a railroad yard that divides the city. So we have what we refer to as a target area of a census tract, culturally deprived, educationally deprived, you can use the terminology that you wish. And then we have in the middle, more or less, a somewhat semi-urban area and at the other end, a suburban community. It is a very small, compact community with no place for expansion. As you will note, it is not even six square miles, compared to many of the school districts that have been centralized in New York that have hundreds of square miles. (The main industry, as I have indicated here, is steel.) It is a typical steel town. If you walk into Gary, Indiana, or you walk into Pittsburgh, Pennsylvania, or Youngstown or so forth, this is Lackawanna also, on a much larger scale. And it's the type of community where, in the early days, workers were brought in from various parts of Europe for the purposes of making steel. At one time, Lackawanna was listed at that time as having fifty national ethnic backgrounds. We estimate that there still exist about fifty national backgrounds today. Therefore, we have various ethnic cultures, various socio-economic levels and urban settings. You name it and we have it. So it seemed to be an ideal setting for a program as far as the college people were concerned.

We have one senior high school, grades ten through twelve. We have a 6-3-3 structure, and we have seven elementary and two junior high schools. We are moving, we hope, by the building of a high school which will be 9-12, into what they refer to as the intermediate or middle school with grades 6,7,8. And therefore, our elementary division will be in K-5. There has been a reduction in professional staff. I would say that the ratio is roughly 22 administrators to approximately 320 teachers. That is just a little change there. We try to balance men and women as much as we can. And we are moving heavily with men into the fifth and sixth grades. The budget there is approximately $9,000,000. It is a good budget, the pay scale is excellent, and that is about the flavor off-hand.

As you may know, there are 22 four-year institutions in New York that are a part of the state system to prepare teachers. State University College at Buffalo is one of these in an urban area. Basically, we are a multipurpose institution, and we have approximately 12,000 students. We are one of the few which this year will retain the same number of lines, nearly six hundred professional lines, and the allotment for next year has not gone up. Many of the other institutions in New York such as Potsdam, Fredonia, and some of the others, are losing students. We are gaining students, but our administration across the state sees fit to hold the instructional lines constant and, therefore, we'll have a heavier load. Two-thirds of our students graduate and are eligible to receive the top teaching certificate in their respective fields. And obviously it is the biggest activity within our institution. We also have the State University of New York at Buffalo, which is the graduate center in western New York.

It is twelve miles from our institution to the center of Lackawanna. There are excellent roads and you can make it in about 15 or 20 minutes, so we can get to it easily.

139

In 1968 and 1969, the thrust was to improve instruction in an urban area. We chose the emphasis that you must individualize a program within a school if instruction is going to be improved. So, including funding from the State Department, we really had a kind of three-way partnership. We had the Lackawanna public schools, State University College at Buffalo and then, in more or less advisory relationship, participation by New York State Department of Education. They provided funds.

We then developed two vehicles: the advisory committee, which represented certain kinds of people and certain task areas and parameters for decision-making, and the curriculum committee, the substance of the program. What was the program and what were the emphases and how do you modify that? Again, under those two vehicles was the Director. I was the Director for at least two years and two people preceded me. So you can see there has been a turnover. The LEA is the local education administrator. The school system, as part of the cooperative effort, released an administrator half-time to be my counterpart. Thus, we really had dual administrators who represented the administration, and administered the program. Under that, we had the following kinds of people: We had school administrators, both central office and principals, both levels. We also had "lead teachers." There's probably a better word, but we came up with that label. These were the teachers who were carefully selected and trained, and to whom college students were assigned. We worked with a team of eighteen. They were the same as supervising teacher, critic teacher, or whatever you want to call them, but they were the teachers dispersed across the seven schools who were assigned teams of students from our institution. The college staff: obviously we had administration from the university level to the professional faculty level to the chairmen and lots of instructional people, and national evaluators. For years, a number of people were employed to evaluate and participate in the program. Under that kind of overlapping group were 18 teams. Again, why 18? Well, somehow in our institution, you have really got to have about 18 students in a class to justify it. So we took the minimal load. And then in each classroom we had a lead teacher, an associate, an assistant and an aide. The vehicles for decision making were formal, spelled out, agreed to. On the organizational chart, the advisory committee was the basic vehicle for decision making relative to the overall program.

The city is divided politically into three segments, Ward 1, Ward 2 and Ward 3, and each has its own councilman. Ward 1 is the target area. This was set up when we went into Title I, when the government went in and surveyed our community and indicated this particular area. It just happened that one side of the boundary is the railroad tracks, the other side is Bethlehem Steel, and hemmed in here is one-third of the community which we refer to as culturally deprived, educationally deprived target areas, census tracts, you name it, there are all kind of names for it. And then Ward 2, as I indicated, is kind of a suburban type situation, and Ward 3 is our newest ward, strictly a suburban type of community.

So, again, we had those three different levels of students. Let's go back. The advisory people typically were selected by mutual agreement. We couldn't identify who were the representatives in Ward 1 and what constituencies they represented because there was a multi-ethnic group which fluctuated. We always wondered, is this person speaking for someone, and if so, who's that someone? And to whom is the individual accountable? That was the most difficult thing in that kind of situation. Concerning the councilmen, there are two of them at large and one in each of the wards. So you do have five councilmen. One for each ward and the people in the ward elect that individual. The second and third wards typically supply the councilmen who are elected at large. But there are many constituents from Ward 1, which causes a problem. As soon as we operationalized the program, the students were elected by and from their constituencies. We took the position in this program that students had a full and equal voice with any other parity group. And they were a very responsible addition.

In Ward 1, the target area, we had a higher percent of blacks -- that's where the effort was to start. It was much more of an urban area, and two-thirds of our team leaders were in schools in Ward 1. That is where the effort had to be. We thought we would go into the black community first. When we did, then the Puerto Rican elements said, "Well how about us? He's not going to represent us." And then along came the Arab group and they said, "Listen, we've got something, a culture that nobody can offer." And then within the first ward, too, we have Friendship House. It's a center of activity, and they felt that they should have representation. Finally, when we got them all together, they agreed upon three people. They were key people and commanded respect from constituent groups, even though it was like shifting sand. We had college staff, administrators, and instructional people to try to maintain the balance. We quickly discovered that here in New York State the Teachers Federation or the Union is the bargaining agent. In our part of the state, we don't argue with that. We think it is a wholesome, responsible way to go. So we, from the beginning, asked the local teachers and the Federation to be well organized and name their representatives and also hold their representatives responsible for the decisions that the group made. So we had no trouble with that. In Lackawanna, 99% of the teachers are members of the Federation. And then within the group, the eighteen lead teachers formed the Lead Teachers Organization. We thought that was a responsible way to go. There were two teachers who worked with us as team members and were members of the association designated by the Federation. Administrative representatives were selected by the principals, from within. There were two teachers who worked with us as team members and were members of the association designated by the Federation. Administrative representatives were selected by the principals, from within. Representing administrators, we had Steve from central administration and a principal. That represents four so far. Board of Education: the first two years, the Board of Education saw fit to designate someone, and the person participated. After that the Board got so concerned with other things that they chose not to participate with us. And we pleaded with them to name someone. That was a serious shortcoming on their part, I think. Well, besides the two lead teachers, we worked with two administrators, the Board of Education, and a couple of others. After the Lead Teachers Organization had been formed, it reduced some of the problems that the administrators had with teachers. For example, a couple of teachers received permission to go to Chicago one year to a national conference. The first year the administration selected the teachers. That created havoc for everyone -- within, between, and among. After that experience, we said, "Okay, we have funds for two teachers to go to Chicago. You designate, select, assign."

All this wasn't happening in just one single ward. It was all throughout the city, but most of the teams happened to be in the first ward. We had teams in the second and we also had teams in the third ward. However, two-thirds of the activity was in the target ward. We took the position from the college that we are training teachers for an urban area which is along a continuum and we wouldn't want experience only in one school, so we moved it around.

We had some key people, such as a secondary assistant principal. We wanted to have some impact in relationship with the other level of the school system. There was one other key person from the community who has been part of the program, a person who has a kind of expertise and a kind of non-identifiable support. I was elected the chairman of the advisory committee and conducted the meetings, our colleague in the school system was the executive secretary. Together we conducted the meetings, prepared the agenda, what have you.

We met once a month in the evening from 7:00 - 10:00 p.m. and we had some real battles, which was a wholesome kind of thing. At least we had the vehicle and got the issues on the table for consideration, but the advisory committee also did some of these things. For a year, we restructured it after we got started. And that goes back to the old question: Who has the power? And again, we took the position that individuals there tried to represent individuals. When issues were voted on, we may have had to take several votes. But they weren't block votes; people were voting as individuals, even though they might be representing their constituencies. Most of the time it was by consensus, and if it was too divided, we'd keep working at it to try to arrive at a decision. I don't think I remember seeing all the teachers voting together or community people voting together. I saw individuals voting on an issue close to their personal point of view.

One of the problems concerned the calendar. In our part of the state the school calendar and the college calendar don't coincide. The college calendar has about 160 days of school. The public schools, you know, have 183 or 185 days in New York State. We always have the problem of arriving at an appropriate calendar, and we spent considerable time on that. We spent many hours in the summer reproducing curriculum materials and again, one of the basic decisions that this committee would help decide was if we would spend our money in doing one thing rather than another. The advisory committee participated in helping to arrive at priorities in terms of where the the money went to reproduce the guides, the handbooks, whatever we reproduced. The committee also looked at the major changes in the UUTEP program. They dealt substantively with the kinds of things that UUTEP represented. In addition, the advisory committee was global in nature. The curriculum committee, and you'll note it didn't represent community people, the other vehicle for decision making,was, in a sense, like the advisory board to a medical hospital. Typically, it does not include laymen. It includes the professionals within house. So we took the same model. We felt the objectives of UUTEP would best be represented by the people, the trainees, and the professionals surrounding it. So we chose to exclude the community as we defined it. They didn't like it; and I think had we continued, they probably would have had some representation. I'm not saying a community person needs to know everything about a module or what you've trying to do in language arts. We think it might have been a wholesome addition, but at least during the time we were in operation, they were not included. These were different people from the other committee. We had only minimal overlap of people for a lot of reasons. We dind't want the same person sitting on two boards. It was a kind of check and balance. Similarly, wherever possible, the people were selected by the group to which they were responsible. It was a smaller committee that met once a month, after school from 4:00 to 6:30 p.m. This is an extended school day for our students and for our faculty. The other group, as I mentioned, met in the evenings. The first two years, we had some small stipends to pay the teachers and everyone else who attended. The first year I think we got $20.00 a night, and we had fine representation. If you get people committed to a program, they're going to come anyway.

The curriculum committee dealt with the substance of the program. They looked at the reasons for and the rationale for developing this particular effort. These are the kinds of things they dealt with that were, we thought, professional, related to the what and how. We won't go into that at this time. Let's give you a flavor now for what UUTEP looks like. Typically, the students we selected had completed two years of college someplace. They came from these kinds of populations. We tried to find new individuals who were interested in urban education but not necessarily committed to teacher education. So we went to community colleges, other state colleges, private colleges and universities; and then, as a last resort, within our institution, we tried to select some additional people. But if they were already at Buffalo State, we assumed that they were already committed to teacher education.

So we tried to go out and get new people who were interested in urban education. The question you might ask is: How? We interviewed and did things like that.

Students could go through the program in a variety of ways. Typically, by the junior year they had completed 60 hours. The degree requirement is 124, so they had three possible options. One way would be to go on campus and complete one semester. And that one semester would satisfy the additional requirements that would be necessary to qualify for the certificate. At the end of that one semester, they then would move to Lackawanna and complete the forty-five hours of the rest of their college program at the site. We used the same old labels, and what we did was drastically different. That was one pattern. The other pattern was to complete two years of college and come directly to Lackawanna. We had some young girls and boys who had never worked with a black child, never been near a black child, and were placed into a school where 90% of the children in that school were black. They moved to Lackawanna and lived there. They had little or no college contact. One of our real shortcomings was being unable to provide a campus life for students who lived in Lackawanna. They had other experiences, but there are certain things on a campus that were just missing. They would complete 45 hours, the same program, and then they would go on campus to that sheltered ivy tower and complete the degree requirements. And those students would come back and talk with us a lot. We did have some students who came to us, but typically they had not taken education courses; and if they had, they couldn't get in the program because we were a solid, locked-in, 45-hour program. Our students paid the same fees and had no benefits other than wanting to go and live in Lackawanna and participate in this program rather than living on campus where they could take the typical program. But their tuition was the same, their activity fee was the same, they got no breaks, dollar-wise. They, like most students, would work in McDonald's, and many of them were married. They just chose it because they were interested in that kind of program. The only special provision was that the lead teacher received a stipend of $500.00. As we explained, we had 18 teams dispersed in six schools, seven schools initially, from grades K-6. And also from the urban area, which is 94% black, to a school in Ward 3 where there isn't a black face. That's Lackawanna.

In each classroom we had a lead teacher. We assumed that you looked at the teacher and tried to derive from the role of the teacher the kinds of skills that are necessary. So we arbitrarily took the career ladder approach and said that a teacher doesn't have to be able to do all these things. If you surround an instructional area with teams of people who have different levels of skill, you can do a better job of individualizing and breaking the class into smaller instructional units than you can if you have equal and interchangeable parts where everyone has the same skill. So we assumed that we would divide the skills of teaching into different levels, and we chose the differentiated staffing pattern. We asked, "What are the kinds of things in a classroom that an aide can do?" And we spelled those out. And again, with a lot of effort, we spelled out the objectives which we hoped were precisely defined; and then we developed instructional strategies and many alternatives that teachers could use.

The greatest input as far as what the role of each of these individuals should be came from the basic teacher or the lead teacher. In the first year we had an aide in the classroom morning only. Again, these students were first semester out of a community college, no previous contact with schools typically, or teacher education. From the first day, they were in a classroom, with real children, with real problems and real materials. The lead teachers had one classroom and were fully employed, got no breaks. In other words, that constant would be true with all classrooms. Our lead teachers didn't have any sheltered assignments because of being lead teachers. The aide, a student, was half time, typically morning only. That was the first semester, but because later on we provided for individual variation. You could go over the path at varying rates. One student finished it in one school year; we had one student who took two calendar years. You can provide for variation of development in the program. In that same classroom we had an assistant, and we'll show another picture of this. Morning only. Again, these are all college students in one of the semesters or phases through which they are going.

In each classroom we had a full-time licensed teacher who had anywhere from three years to twenty-five years of teaching. Typically most of them had their masters or at least were well toward it. Also within that classroom in the morning we had a team of three people: first was an aide, whose behaviors were entirely spelled out in terms of tasks and requirements. The next step up in the team was the assistant, who would introduce and reinforce in small groups some kinds of instruction that would be of assistance to the teacher. And the associate was much like the student teacher. He or she would have already completed an equivalent of one full semester in the school and would plan with the teacher and carry on the instructional program.

If you looked at the program or the transcript, this is what it would look like in terms of the student in the first semester: He would take Human Growth and Development, Analysis Systems. We'd try to help our students become scholars of teaching, and we wanted them to understand at least some analysis systems. So they were exposed to the "Flanders" systems and various ways that they could look at teaching, gather data, make some modifications, and do a better job tomorrow. A reading and language arts program was presented in two phases. Luckily we had the same professor who worked with them in the first phase and continued in the second year. We also tried to give them some good experiences in the teaching of science, social studies and math. And again, the same professor served the 18 students. And then the last aspect, School and Society. We try to move our population to the site and look at schools and societies generally and then try to identify what the schools are doing in this society. It is a very political, a very economic problem. We try to use the laboratory of the community the same as we use the laboratory in school to make School and Society a much more viable and intensified experience. That was Phase 1. In Phase 2, you've got to remember, the 18 students were dispersed in 18 classrooms. They then went to a second experience. New team, new school, either on the right hand side of the track or the left hand side. New grade level. Again, the courses they would take would be Educational Psychology, Reading Block, including language arts, 2nd phase. We said if they're going to live in Lackawanna, they really need to have an experience in Lackawanna where they can get to know legal aid societies or private charities. So, for three hours of independent study, the directors were the advisors to work out a contract where they would go to a community. And we had some students spending up to 18 hours a week working on a volunteer basis in an agency, helping to conduct a recreation program. They were free to work with any agency or in any community activity that we would usually arrange. The community loved it, our students loved it, they got three hours of credit, and it was an individual contract.

We did have some weaknesses. One of our problems is that we assign students to teachers. We would have been far better off to assign students to a school and while in that school, have people with time and skill to provide experiences for those students with children in that school. We were locked in, that was a serious limitation, we were locked into teachers and schools.

We tried to go out and develop a relationship where the lead teachers were members of a professional team who had something to offer. And we didn't put any labels on it; we simply tried to spell out what the task was. In their internship in the last semester, the students went to a third experience, a third teacher, full time. And then within that, as with most college internships, there's a seminar where they are pulled together. And we had seminars where the person in charge of those 18, who would have known them from previous experiences, would meet, we'll say, in school A from 9:00 to 12:00 some morning and observe students and programs going on. We also assumed that they were being trained to teach and get a certificate to work in places other than Lackawanna. For many of the seminars, we would go to some of the best classrooms in Lackawanna, or they would see open schools and they visited many schools in Buffalo or in the Williamsville area or other high-rent areas so that they were getting feeling for how schools were responding to communities regardless of the local setting. We didn't want to, and we weren't assuming that we were training teachers only for Lackawanna. In fact, that got us in trouble some of the time.

Let's see what a profile would look like for one graduate: Phase 1, he would be in one school. One teacher, one grade level, one ward, in school in the morning, classes in the afternoon. In the traditional program the typical class meets Monday, Wednesday and Friday in a nice insulated room like this. And we talk about teaching. And we tell students how to individualize. We tell them how. We assumed that if a college professor wants to do a good job in language arts, you've got to do something more than talk. So many of the modules were knowledge modules -- you had to know something about language arts before you could teach it. Many of the modules could be done in isolation; you don't have to have children to know something about syllabication of words. Also, we had many modules that represented performance. You had to do something with children, had to make an assignment. And it had to be done with concurrence from the teacher. These were real children. This wasn't a contrived unit or module because it was the requirement -- it was a real requirement area, but with a group of all black, slow-learning, over-aged children in the school. So we reduced the clock hours of the college professor. We went from three hours, three 50-minute periods to one 2-hour period, once a week. And we said if you have less instructional time, you have to spend some time with that student in a classroom, working with that teacher on the tasks that are oriented to performance, working with children. So our professors met with the students at most in a structured period, for two hours. Monday, from 1:00 - 3:00 in the afternoon. But we said you must spend time visiting a classroom where the students were carrying out the teaching of those modules with support and advisement by the teacher, and talk with that teacher about how this student is doing, and determine if the module that you're requiring is appropriate for that real class at that point in time. Among our professors, some did this well and others not so well.

Evaluation is a shared process. We've trained these teachers as well as we can to help share in the decision making on what they're looking for. So we've said the professor was only one more link in the process. And we put tremendous reliance on the teacher. The students also evaluated each other. During Phase 2 the student went to a new school with a different teacher, a different grade level, again a different ward. Students had to have experience in the target area as well as others. And we also said, "We licensed you to teach children in New York State kindergarten through grade six. And to have the degree of assurance that when graduated you have competence to teach children, you've got to have a varied experience from grade K through 6." So we required at least one primary experience, at least one intermediate, and the third can be anywhere. This is a typical experience, an actual student: He has grade 2, grade 6, grade 4. We took the position that we have greater assurance of guaranteeing his performance first year on the job, of getting a job and accepting it and being successful with that varied experience, than the average student who has one or at most two experiences.

We were firm, and those two conditions, urban and suburban, and primary and intermediate had to be met. Within that, students quickly found out who were the better teachers, and they had some choice, but we never guaranteed that they could have a choice all the time. If you had an outstanding team experience the first semester with one of our real sharp teachers you would not have your preference the second time around. So we tried to even it out. One of our troubles, a simple one, was that we didn't have enough good teachers on the bench to replace incompetent ones that we would eliminate. And we took the position that they were not competent working with the team, not that they were incompetent working with children. They might be fine teachers with the door closed, with no one else around. But we said, we're interested in that as a given, but in addition to that, you have to be a teacher of teachers-in-training. That's why they had special training and inservice work to find out whether they'd be able to fit into just such a situation or not. Out of about 135 elementary school teachers, only approximately 35 said that they wanted to participate in such a program. Then you have retirements, and pregnancies -- things like that.

After we got started, the encouraging effort was to have lead teachers and students come in contact with other teachers. But again, the program was locked in, the students were assigned to a teacher. And teachers in Lackawanna are not different from other teachers, they have the squirrel complex.

"They are my students." And they found lots of things for them to do in that room. And we tried to say, for various occasions, that those students should be funneled out on selected occasions through the guidance of the principal and others so that they could see other teachers. But we didn't have enough of that.

We had one team in one school with twelve teachers. You have no impact, really. You were working with a teacher, not a program. The school system wanted our program to be the change agent. Fine, but we didn't have enough saturation to be a change agent. In many cases where we had resistance in the beginning, the principals and the teachers of a given building where the program just had one team later asked if possibly some of the other teachers could be trained so that maybe more teams could come into that particular building. So you have that type of rub-off also.

We were locked in with selective schools and we couldn't develop the confidence in a faculty when you limited your contact in that school with one teacher. Our students were assigned to an individual teacher and if you got $500 extra to work with a team of students, and it requires a lot of extra work and performance, you divide the faculty, the good guys and the bad guys. Two, the administration of the school changed. We had a superintendent who was released. We had some board members who did those kinds of things that got them in trouble with the law. So all of a sudden, overnight, board members of New York State who aren't unlike people who work for the Federal Government, possibly, got in trouble and got removed. In one election, we had two new people coming in forming an allegiance with some old people, or reformers, and they had a locked-in block of four. I sat in executive session with that group and only one had the courage to get up and tell us that he liked that program. The others, including the superintendent, never opened their mouths. And to this day, all we have at Buffalo State is a letter from the Board of Education superintendent saying the Board voted 4-3 to terminate continued participation.

As small as that town is, we do have district attorneys at the county level; we've had two or three district attorneys, right from Lackawanna. We've had several judges right from Lackawanna. So when you talk politics, you've got some of the sharpest politicians. And this is what happens in that particular community. It's politics, whether it's city hall or whether it's school board. It doesn't make any difference. And one of the things, too, concerning the program itself: in the first group of 18 graduates, we hired four of them. And that was a big mistake, because the teachers themselves are community people and they're parents and they have kids going to college. They said, "Listen, there is no question in our mind that those coming out of the program are superior in many, many cases to others. But how about our kids that are coming out of college? Will the UUTEP have priority because they are a step higher?" And that was felt throughout the community. So therefore they said, "Here we're training people from out of the community to eventually get jobs in the community, and our own kids won't even be able to get jobs." And it happened the following year, we had six openings and we hired four of these. Twenty-two Lackawanna kids come out of college looking for elementary jobs and you can see what will happen. In fact, they passed a resolution that you're going to hire Lackawanna graduates first unless somebody from outside is so darn superior that you have to say we'll take him in. Let me say it in a different way. The administrators of the program had no active roles in the recommendation and the recruitment and selection of teachers. We heard about it at a banquet that the board had hired four of our graduates. One day it was dropped on us. The teachers were included in the interviewing process; and principals were included. Several official people played a role in their training, and selected and recommended employment. This is the hard thing to understand. The Federation president publicly made a promise to the Association that this program would never replace individuals. We told our students, "You can apply but you have no inside track. You're going to have to put your application and performance on the line and there's no guarantee that you'll get a job here." We said it publicly and never guaranteed anything. And yet even in a system that's somewhat political, they - teachers and principals - still selected people who they thought were best. To this day, three of them are in the system.

We had $9,000 items in the budget for the lead teachers -- $500 times 18 gives us the $9,000, plus the fringe benefits. And then we got cut off from some of the state funding which we originally had under the EPDA program. Also, we were going to take on a half-time director, which was a few dollars more. The Bethlehem Steel man on the Board of Education at that time seemed to have the four votes with a reform group. So they cut the budget -- they cut out even teacher salaries, teacher raises, and fringe benefits. Our $9,000 item, if you add the fringe benefits and everything else, may come to somewhere around $15,000 or $18,000. And they said, "This is a good time to cut," and cut out the whole thing. But just to show you how it happens, a month and a half later, after the program was dead, there was a different coalition. They swung one of the fellows over to the other side and as a result of that, they restored $300,000 to the budget, so that the teachers could get salary raises. This is the way fluctuation occurs.

We assumed that the money might be an issue, but $18,000 in a $9,000,000 budget is peanuts. We had already gone to the teachers with the assumption that they might cut money, and we said that each teacher who worked with a team both semesters would get $500 on top of his or her pay, as well as some remitted fees. In New York State, if you work with students, you get remitted tuition waivers, which could be used at any state institution. And these were available. We went to the teachers and said, "Okay, let's make the assumption that the money goes." Seventeen of the 18 said, "Well, you know, I would hate to think that I have to give it up, but having three students and going this far, I would do it." And we told the Board that we didn't like it, but that they should at least give the teachers the choice. And we might have found out some teachers were only in it for the money. We have those in Lackawanna too. Specifically once a year, the Board would schedule a meeting where the teachers with the administrators of the program and others would make a presentation, showing slides, talking about or showing evidence. So we did have formal contact with the Board of Education once a year in a public hearing.

The original recruits came from elsewhere, but when we graduated, nine of the 54 students were residents, children of people who lived in Lackawanna all their lives. In fact, the last person they hired was a wonderful student who was a native of Lackawanna. We weren't in business long enough to let the natives know that we had a vehicle which could help them. We were there three and a half years. When we quit, we had nine people at various stages who were from Lackawanna. And I think that would have helped out a lot, not bending over backwards to get those people, but selecting people because of what they had to offer.

The market changed, too, in Lackawanna over a period of five years. In our K-6 division, we lost 646 students, with the result that we were soft in many areas and were starting to drop teachers. In the meantime, we received applications from Lackawanna residents. As I mentioned, last year we had two openings, and we had 28 Lackawanna residents seeking positions and not getting jobs. We had numerous workshops in the summertime with small additional stipends. Teachers were selected for the task, and after we got started students were participants. Then college professors would come out and work for three or four weeks, sitting down and producing modules. For example, what do we want the student to be able to do in language arts? We had the input from the professor who knew something about that area, and we also had a range of teachers who were pretty able people. All the materials would go through that. The modules provided for self-testing, choices, branching, and what have you. In some areas, language arts, math, social studies, some of these fields, we did a much better job. In School and Society we had a new professor every semester. We also tried to provide for grade and school assignments so that the student received a flavor for children and grades K-6. We also said that theory and practice go hand in hand. Typically, traditionally, we first present all theory followed by all practice. Nowhere else in our society in training people do we accept that. So we said, theory and practice go hand in hand. And from the first day, the student had a practical experience with theory until the day he graduated. So it was a real classroom with real children.

I am convinced, based on what my limited experience tells me, that the critical person in this is the teacher who works with the students most of the time at the site. And if you really want to make impact on a teacher, you've got to provide input at the appropriate level. And we said the college professor had to be able to know his or her area well: the what and the how. But they also had to have continuing contact with the person who had greatest impact on students, and you can't do that one hour a week. It has to be done on a continuing basis. So we said, "Professors," (and some did this well), "Your two hours with students are critical, but that's only part of the case. The other case is working with and being respected by the teacher working with those students." And we had some professors that just couldn't do this. They didn't want to, they didn't like it. They weren't trained for it. And one of our problems was getting college people who were trained to work in new and different ways. And now on our campus, when we hire someone, we try to say, "How do you like working with teachers and children in the field?" And our campus has many contacts with the schools. Our professors had to sit down with teachers and write modules. And when they came out of there, they had to be supported by students, teachers, and professors. Revisions had to be agreed upon, and that presented some problems. All the work was at the site, and our work space was inadequate. We had released time in New York State when the children are dismissed early. So we tried to piggyback our inservice on that hour, Mondays from 2:00 through 5:00 p.m. And on certain Mondays when we didn't compete with anyone, we started our classes as early as we could assemble in one spot. Again, the teachers all come from seven schools to one site. In the high school we had nice classroom facilities and wonderful support.

I disagree with those who differentiate between inservice education--that which is unique to the school and for the school and with the school --and continuing education. Having sat on both sides of the table, I think there are some common elements where continuing education can be good for the system, good for the school, and equally good for the teachers. And there's nothing wrong with giving credit for it. So all of our courses were mutually agreed upon but locally adapted for the teachers at that point in time. And some of our theorists on campus said it was diluted. Well, it was diluted depending on where you were looking from. But we thought, we're taking teachers from where they are and from where we were to where we wanted to get. And we still gave graduate credit for all the courses we gave out there and we thought they were just as legitimate as any other graduate course by the same professor that would take place up the road 30 miles or 15 miles. One other thing: we assumed that the courses at the site were uniquely workshop oriented. We wouldn't permit a professor to come out and talk to our students. We negotiated, we set the parameters, the purposes and the selected faculty that would carry out the program in that context.

This program was a richer program in terms of support than the traditional program on campus because most programs on campus had about 25 students, and it cost more to administer this program. We weren't concerned with the cost, we were concerned with the product. And we think if you want to do a better job -- and our institution administrators made that decision -- it takes more time. The other thing that you don't see, the present measuring instrument on our campus, is FTE --"full-time equivalents." We think that the time a teacher and a professor spends cannot be measured under our measuring instrument. And we think that kind of relationship and contact is vital. And I think we have to have a new instrument and give credit for new kinds of things a professor will do, and does do, and can do, even though it may not be only with students.

There is also a possibility here that the lead teachers would make the precedent, and not involve anybody back at the campus at all. This could significantly reduce the number of people back at the college. We assumed that the more you work in a field, the stronger the link becomes between the two institutions, and never will they ever be severed. The more that we worked in the schools, the more we had need for other services and support personnel from the institution. If we took a vote in one department, Curriculum and Instruction, numbering about 30, either yes or no for this kind of program, I think we might be thrown out today. Because it's a lot more work to go out and work with messy classrooms, such as those teachers have to work with everywhere. But we think that's where the job will get done, and we're trying to move judiciously to institutionalize this kind of relationship -- not disarm and throw out some people who will never change, but through attrition, through time, select people and work in that direction.

Let me suggest what impression I think we should leave: I think we should carve out a professional day, a professional load. And if part of that is working with trainees, that becomes a part of the 100%, not on top of 100%. I think it has been unfortunate for years -- we assign to those good teachers over 1/4 million students and say, "Now you have a 100% job, and we're going to add to it. With little peanuts added to it." Let's arrange that a teacher or a professor have a reasonable or a 100% assignment, and then let's make sure that those pieces add up to that 100%, not add beyond. Again, I'm not saying our professors didn't work. If we try to say each professor in our institution had to have 12 hours, the old assignment, it wouldn't work in Lackawanna, you couldn't do it. So we had nine hours as the load. And we still have nothing in our part of the country that will help to measure that kind of contact in school, that kind of important participation in the community. But on the measuring instrument, FTE, the college has to absorb it -- somewhere else on campus. And until we get to the point where we can use a different measuring instrument for this kind of activity, whether you're a teacher in a school or whether you're a professor of the college, we'll be in trouble. I'm 100% union myself, even though I'm administration. For several years we were able to get student teachers on a one-to-one situation. Those teachers weren't paid; they would get that three-hour credit to go back to the college. That was all they were getting. But when we put three students into a particular classroom, we're the first to recognize that the teacher should be getting more money. And the Board went right along with it. Five hundred dollars, and it looked like it was going to go to $1,000, but then the Board switched. They went into reform, they went to cut the budget, and out it went. If we accentuated teams in a building, we could have done away with all after-school meetings. I'm opposed to them as much as anyone is. I think if you have a defined school day, you should do the work then. Bankers don't have their big meetings in the late afternoon, they have it as a part of their work day. After we saturated schools, one school having seven teams, I would go and talk with this team of teachers, I would talk from 9:00 - 10:00, while their associates, with prior approval and lots of good planning, would take over the class and be responsible for instruction. And we wouldn't have meetings on top of that. Again, our students were never used. And remember, our associate had been in the school one year. He had been in several classrooms; he knew a lot more about room management and procedures, curriculum methodologies, and we tried to suggest that near the end of that time, our meetings could be held with our professional team, with principals and with the lead teachers at the site when they felt comfortable. And if the teachers said the associate wasn't competent, they shouldn't have been at that stage. We had some students recycling -- recycling means you go back and do it all over again. Teaching is so dynamic that I have trouble accepting the concept of recycling. There were certain kinds of things they didn't do very well, so we tried to provide for variation of rate of movement and variation of paths chosen by students. And again, we were locked in. How do you break up a good team on October 1? So as soon as you start with 18 teams it was a limitation. And if we ever reinstitute the program and if the Board were big enough, they could go back and ask us if we would like to come back. There are a number of changes which would be needed to further strengthen and improve the program.

Case Studies in Collaboration: Dallas

The Dallas Teacher Education Center

Ann Kieschnick

Director, Educational Renewal Center
Dallas Public Schools

Dwane Kingery

Consultant and Special Assistant, Dallas Public Schools
And North Texas State University

During the last few years the seven university partners in the Dallas Teacher Education Center have been continually encouraged to maintain a unique teacher education program. This uniqueness was to reflect the institution from which the student came. A new dimension, however, has been added recently to the Dallas Teacher Education Center -- a jointly developed set of competencies designed primarily for pre- and inservice teachers involved in Senate Bill 8 activities.

Early in the fall of 1973 the university coordinators from Bishop College, Dallas Baptist College, East Texas State University, North Texas State University, Prairie View A & M University, Southern Methodist University and Texas Woman's University met with the Executive Director of the Dallas Teacher Education Center. A concern common to all parties surfaced at this meeting. This concern revolved around the need for a unified competency-based program specifically designed to prepare teachers for the urban setting. Each university had previously developed a set of performance criteria for its Dallas field-based students and was making a maximum effort to fulfill these objectives. Yet -- all contemplated what they were doing and how well they were doing it.

As a result of the meeting a decision was made to develop a set of competencies that all seven universities and the Dallas Teacher Education Center could agree upon. This set of competencies was to be uniquely designed for the urban setting.

University coordinators who wished to involve personnel from their campuses suggested names of professors of education who had an expertise and an interest in CBTE. These persons were contacted and three of them, Dr. Robert Caldwell of Southern Methodist University, Dr. Robert Mundy of East Texas State University and Dr. Rodney Short of Texas Women's University, accepted an invitation to meet with the university coordinators for a series of working sessions during the months of October, November and December.

Bringing together thirteen persons from seven institutions of higher education in an attempt to determine common areas of agreement was a painfully slow process. Rhetoric was rampant and actual work rather limited in the initial session. Subsequent sessions of the university coordinators brought increasing productivity -- an almost "team-like" atmosphere developed. The end result of this group effort was a model acceptable to all involved as the best vehicle for meeting urban needs in the Dallas setting. Utilizing eight clusters of generic competencies, objectives were written for both cognitive and affective behaviors. The broad cluster topics proposed by the group were the following: Objectives, Assessment, Strategies, Evaluation, Classroom Atmosphere, Self-Awareness and Self-Improvement.

During the early part of 1974, university students of teaching and their public school supervisors began to concentrate on the desired competencies. The other partners of the Teacher Center will be involved in the evaluation phase. The isolation of these competencies and the attempts by the various universities to provide activities to produce these competencies have been major contributions to the Dallas Teacher Education Center program.

DALLAS TEACHER EDUCATION CENTER PROGRAM

The Dallas Teacher Education Center (DTEC), an educational cooperative located in the Dallas Independent School District (DISD), has five major purposes: (1) develop competency-based preservice and inservice teacher education programs with an urban orientation, (2) provide comprehensive inservice personnel development programs for the District's 12,000 employees, (3) conduct product research and development, (4) test (in a laboratory) strategies and proven modes of teaching, (5) disseminate programs which have been developed by or adapted to the District. The DTEC is a joint effort of the DISD, seven area institutions of higher education, the professional educator associations, the community, and the Education Service Center for this region. A 39-member council governs the Center within by-laws established by the partners in accordance with standards of the Texas Education Agency.

DTEC is administered by a central administrative unit; however, its decentralized programs include four elementary centers which serve separate geographic areas and two broad-based secondary centers which serve the entire district. The DTEC serves approximately 750 students annually who are enrolled in the seven cooperating institutions of higher education to prepare to teach. It also provides over 100 inservice programs for over 7,000 teachers employed in the district. Programs focus on the special needs of entire building faculties as well as programs for groups of teachers by level or discipline, District-wide priorities, regional needs and selected state and national thrusts.

Because the DTEC uses funds from five sources, funding integration has been important. Local tax funds, Emergency School Aid Act (ESAA) funds, Texas Center for the Improvement of Educational Systems (TCIES) funds, Elementary and Secondary Education Act (ESEA) funds, Title I funds and Texas Senate Bill 8 for Student Teaching.

The executive committee of the Personnel Development Department of the District supervises the operations of the DTEC. A Special Assistant to the Superintendent serves as its Executive Director and coordinates the Center's programs with the seven cooperating institutions of higher education. He also holds a chair in higher education at one of the universities. The Center staff includes an operations director, an assistant director, three (3) district-wide coordinators, four (4) area teacher center coordinators and fifteen (15) master teachers who work with preservice and inservice personnel. There are also eight (8) college and university professors assigned full time to the Center.

The DTEC is committed to producing a management model which includes a comprehensive information system, programs of staff preparation and improvement which focus on the urban setting, a cooperative graduate center which provides a variety of options in response to needs and a cooperative competency-based preparation program to aid in staff improvement and evaluation.

The DTEC employs a number of major research and development processes: (1) systematic needs assessment, (2) cooperative development of teaching competencies using analysis, synthesis, and evaluation, (3) prescription of personnel development activities based on information provided by on-site tests, continuous evaluation and feedback, and experimental designs. The Center concentrates on: (1) developing in prospective teachers those competencies which are cooperatively determined as essential in an urban setting, (2) preparing and disseminating materials for use in competency development -- video recordings, transcripts, skill development materials, (3) providing institutes, workshops, graduate courses, seminars, and training laboratories for the continuing education of teachers, (4) providing specific development activities to implement the priorities of the District, and (5) providing experiences designed to improve the performance of teacher aides and other auxiliary teaching and service personnel.

QUESTIONS AND ANSWERS

Question: What is a Teacher Center?

Answer: A Teacher Center in Dallas is first and foremost an educational cooperative created to improve educational personnel. It is governed by a council made up of representatives from the public schools, area colleges, universities, professional organizations, business and community agencies.

Each partner has functional involvement to insure genuine cooperativeness. This means that the Council is more than advisory. It is also a policy-making body within the constraints imposed upon each partner.

Question: What are the objectives of the Dallas Teacher Center?

Answer: The primary objective is to enhance the educational opportunities for all youngsters in the district and the region through the improvement of educational personnel.

Specifically, attempts are made to provide (1) development, demonstration and dissemination of promising practices and strategies, particularly in inner-city and multi-cultural education, (2) laboratories for preservice teacher education (ultimately based on competencies) , and (3) staff development, involving both graduate credit and the acquisition of new skills or competencies.

Question: How is the Center funded?

Answer: Created initially under a federal TTT grant, the Center is now supported by a combination of district funds, state funds and federal funds. At the present time no private funds are utilized.

Question: What is the administrative structure of the Center?

Answer: The Center has a director, an assistant director, and coordinators for student teaching, secondary centers and staff development. All of these are employees of the Dallas Independent School District. The Center is an integral part of the Personnel Development Department of the Dallas

Independent School District. It is responsible to the Assistant Superintendent for Personnel Development as well as to the Council. Both the district and the Council work cooperatively to achieve the overall objectives.

Question: One of the Teacher Center objectives is to develop the capabilities of educational personnel. How is this done?

Answer: Each cooperating college/university selects an outstanding professor to work full-time in a Teacher Center School. He utilizes half of his time in supervising his teacher education students who are in the same Teacher Center School or in a nearby cooperating school. The other half of the university coordinator's time is equally productive. This time is spent in designing, developing and implementing a continuing teacher education program for his home institution and for the school district.

Dallas Independent School District administrators are also in new roles. The paramount feature of the educational renewal concept is that each professional be a learner as well. Principals who are excellent managers use the Teacher Center as an opportunity to reinforce and add to their own skills as instructional leaders. Three principals also serve as coordinators.

Resource teachers, who are master teachers, form a multicultural team to both learn and teach new strategies. They also serve in area centers to coordinate and supervise the staff development program of the district.

176

Question: Why is the Teacher Center project a competency-based program?

Answer: The United States Office of Education listened to the concerns of administrators and teachers all over the United States, and responded to this need. In effect, extensive research indicated to the United States Office of Education that public school education had to change and that a cross-level group of teachers, administrators, and university professors had to be functionally involved in that change. Teachers had to be a part of not only the redesign of teacher education but also a part of the implementation of the new design. Financial support was provided on this basis.

The Dallas Teacher Education Center is a competency-based program focusing on a teacher's performance in the teaching-learning act. The Center is interested in helping the teacher understand how boys and girls learn and in creating situations to maximize that learning. Youngsters and learning are the targets in our program in the movement toward individualization of instruction. The identification of competencies and the development of modules based on these competencies are a vital part of the Center as it becomes involved in the new state program of teacher education.

Question: How do you plan to individualize instruction in the Teacher Center?

Answer: To individualize instruction for boys and girls, you must first start with teachers. Teachers are individuals and require tailor-made personnel development programs to grow professionally.

The Center is vitally interested not only in a teacher's personal involvement in the classroom but also in his personal effectiveness in that classroom. The Teacher Centers offer a variety of situations and techniques to propel the learning of preservice and inservice teachers. Thus, the staff development program of the school district becomes a vital part of the Center.

Question: Where are Teacher Centers located in Dallas?

Answer: In the public schools -- where the action is!

AREA TEACHER PROGRAM THRUSTS

Needs Assessment Project: system focusing on needs of personnel development utilizing communication skills

Educational Excellence: Double E staff development program will involve 500 teachers in training for the year

New Teaching Strategies: cognitive (thinking) skills, affective (feeling) skills, instructional skills, organizational skills are demonstrated in the Learning Lab

Prototype Programs: Dunbar-developed programs and pilot programs are tested in the demonstration Learning Lab

Reading: skills in reading and communication will promote multi-disciplinary approach

Basal Reading: presents basic reading skills systematically and sequentially

Communication Skills: a human development program emphasizing the mutual education of students and teachers

Human Relations: design for mutual education of both students and teachers

Community Involvement: assistance, support and mutual understanding in home and school relationships are vital in every school effort

Team Teaching: organization of two or more teachers who plan, teach, evaluate and recycle learning modules for a group of students

Individually Guided Education: system involving multi-age grouping, team teaching, assessment learning cycle

Early Childhood Education: flexible program for children ages 5 - 8 using multi-age grouping as a plan for individualizing instruction; curriculum is written in continuous progression using criterion-referenced styling; each child is allowed to progress at his own rate

Career Education: total effort of public education and the community aimed at helping all individuals to become familiar with the values of a work-oriented society, to integrate these values in their lives

Multi-Cultural and Bilingual Education: development of educational programs to meet the needs of children from all ethnic groups that will guarantee a smooth transition from the home environment to the school environment

Special Education - Plan A: comprehensive program in Texas through which students may be provided individualized programs designed to meet their needs through additional personnel, materials, and consultative services funded through Special Education

Social Studies (Taba, Match Kits): strategies which promote thinking skills with emphasis on the interdependence of people

Case Studies in Collaboration: San Francisco/Oakland

Collaboration in the Bay Area

Andrew J. Viscovich
Associate Superintendent
Oakland Public Schools

Lewie Burnett
Dean, School of Education
California State University at Hayward

ANDREW J. VISCOVICH

I would like to talk about institutional readiness for collaboration from case studies -- a soft way to reach hard objectives. By way of introduction, I will indicate that I am from Oakland, and the Oakland public schools, and my good friend, Lewie Burnett, is the Dean of the College of Education at California State University at Hayward, and we spend some time together, and I guess we would call it "collaboration." We will be talking about what I consider to be requisites for collaboration and maybe a case study or two in action. We have a lot of alphabet soup and that is my soft way to reach hard objectives. Alphabet soup represents the acronyms that we put together - that usually mean something to somebody, but the real meaning is soft federal dollars to do our curriculum and instruction. We'll be talking about something that (unfortunately) is called BALC, the Bay Area Learning Center, something called BABEL - Bay Area Bilingual Education League, something called BATT, Bay Area Teacher Training Complex, something called START, Student Teacher Access to Resources in Teaching -- and this could go on and on. In terms of collaboration we usually see three or four different kinds or requisites for collaboration. After all, why do you want to collaborate with anyone? If you do your own thing you are happy and you can conduct your own business. However, there is the requirement for collaboration when in your own operation there are insufficient resources, and so you bring together groups with common needs to strengthen your position for seeking operational income you need. Another requirement most recently has been to meet needs of special interest groups, and that has to do with minority recruiting, minority programs and training staff development, such as actually getting warm bodies that are black, Chicano, Chinese, or the bilingual programs in one, two, or three different languages which are needed immediately. In this case, you need to meet with Lewie about the training program. And as a very small side item, the Supreme Court decision of Loude versus Nichols has far-reaching implications in California and we still don't know all that it means, but it obviously means some kind of collaboration between the State Department of Education and the local college and university in our particular district.

Another requirement usually is on the R & D effort. When the district is in a new area of teacher training inservice, in our case using protocol materials and developing protocol materials for concept training of teachers in such things as sexual stereotyping, areas that really aren't in the field yet, you want to use these in your system and make them operational.

A lot of people talk about teacher training and continuing education of administrators, new emerging retreads, and lastly with the declining student population, the need for a great deal of continuing inservice in teacher education training and curriculum development. Those are generally the four reasons we're interested in working with college and universities or the State Department or the Federal Government. But there may be a fifth one, and that is the communities' interest and the community advocates who put you in a position, if you are not thinking far enough ahead, of having to collaborate with the community in order to stay alive, and to take care of their emergent needs if you haven't foreseen them.

A lot of people know about the Bay Area in San Francisco. It's pretty big. I don't want to go into that. But for us who operate, mainly it's the three large districts in San Francisco, Oakland and Berkeley. Then there are lots of other little districts that do well and have interesting things happening, more like the rest of America. Let me take a minute with the Bay Area, its leadership, and some of the demographic kind of things, because collaboration really is a social-political kind of an operation. All of you know that in Oakland we had Mark Foster, dynamic, charismatic, bright, hard working. He brought to our sight a decentralized administration, regionalized administration that made each school principal become the school's site superintendent. Accountability of the local level, budget process, personnel process, curriculum process -- that's a lot of implications for my shop, in terms of systemizing operations. It brought one other piece which is community involvement, something we now call the master plan's Citizens Committee. We are our largest committee. Dynamic, moving, things turned on, the community turned on, cut the polarization of black, white, brown, Asian, good working relations with teacher organizations, outstanding working relations with city government and business and industry. Next door Berkeley is unified, and Dick Foster, who is still the superintendent, will be leaving soon. The district integrated voluntarily. It has as its major school goal, with the reduction of institutional racism, one almost equal in strength -- to increase the academic achievement of black students.

The district is not entirely black, but that can tell you something about its pressure and I don't even talk about the great State University and all the kinds of things that are in and around Berkeley. Across the Bay, when we start talking about our Teacher Centers, first one superintendent and then another is in the hospital with a heart attack due to the pressures that go on there from the court order to integrate. In terms of demographic information (and we'll need it because all three cities work closely together): Oakland has about 65,000 youngsters, 3,000 teachers, 86% of our youngsters are minority and that breaks down to 56% black, 15% Chicano-Spanish surnames, 8% Asian and the remainder, if my arithmetic is correct, 21% others. This doesn't reflect the city's population, but it does represent the school district. Berkeley has 15,000 youngsters, 600 teachers and almost half of the youngsters are black. I don't have the breakdown for it. In San Francisco they had an excess of 100,000 youngsters, 4,000 teachers and about 45% of these kids are black, but it's interesting to note that San Francisco has 35,000 youngsters in the non-public parochial schools and I don't know how many in the non-public and private schools. A fair-size number of youngsters are out of the system. That really means that we've got between us in the public school system something like 175,000 youngsters and 7,600 staff, teaching staff. They come under something called the Bay Area Learning Center or BALC, if you will.

Another one of my soft ways to reach hard objectives is asking "What are our objectives?" Obviously, we have them in a couple of areas, preservice and our input to the institution of higher education and then inservice, and more and more and more we have collaboration with Lewie and me and all the other deans. At the pre-sub-service level it is in specific projects where there is great federal effort such as the identification of minority or some particular staff positions and then we kind of work together. Usually it's in courses, course contents -- things that kind of get the course content more closely in line with teacher education and learner activity within the real world of the school. We have done this usually through longer preparation periods assisted by Teacher Corps interns and with a great deal of federal involvement. Those para-professionals whom we call in our area "instructional assistants" just keep on going till they become teachers themselves.

More and more we find ourselves and our staff advising the institution of higher education, advising them in terms of teacher education programs, advising them on their administrative training programs; and more and more our interest by force is in pre-administrative training. An aside is that in our area God touches somebody and the next day he runs the school. His preparation both academically and professionally may not prepare him for dealing with minorities, with staffing problems, evaluations, kid problems, with opening the school to the community, and having the school assist you with your decision. A lot of that means special needs and that ends up in the political part of money. It happens easiest when that special need is backed up with some federal or state money or somebody else's pocketbook. Obviously the colleges don't have that kind of money. The school districts are going downhill in terms of money and we're always looking for somebody else to fund us and it takes a great deal of federal funds. If not that, we also look for private foundations and surprisingly enough, once you get past Ford and Rockefeller and Carnegie it gets very hard. The district will aggressively go out and get funds for the college as long as the service finds its way to the kids and teaching staff.

That's not too noble and most of you know that in terms of inservice. And I think what I have to say today in terms of the attitude to collaboration, the possibilities for collaboration, and the redirection for services at the college/university level to continue in inservice education and the decentralizing from the college to the public schools... What are the kinds of things? Well, the district has its own responsibility which it meets differently from school to school and from district to district and I don't think you want to know about Oakland's particular attempts, other than for me to briefly say that when you decentralize a district from one to three regional operations and the central office still has responsibility for curriculum and instruction of staff development and training you really have some roadblocks for that office. If the principal is the school site superintendent and if his needs assessment is correct, and it may not reflect the current state of the art, current state of knowledge, then it takes a lot of negotiations, and a lot of flexibility to work with school sites. We do that in terms of our own inservice facility which we call START (and I'll talk about it later on), and the field advisory team which we can call upon for leadership, which reports to me and principals and teachers within the district, or people from the college or university, so we can fill that out and bring a more level amount of information to the school. Our schools operate as a consequence on a sort of gut-level empathy: "This is what I feel, this is what I need - How do I open my shop?"

Let me make a quick aside - how that moves and how we collaborate. Because of negotiations with the teacher associations the Oakland elementary teachers have an elementary prep period from October to January to put that together. All of a sudden, we had 58 people who, whatever they were before, are now replacement teachers for elementary teachers, the elementary teachers get their hour off and these 58 people have to be science specialists, P.E. specialists, art specialists, music specialists, and all down the line. And all of a sudden you have to come up with help to train them. Of course, the answer to that is those folks in our own district who can do that are pulled together. Obviously not enough, not enough in terms of numbers, not enough in terms of their own background -- so we quickly move for help, collaborative help from colleges and universities.

Let me now talk about what I think is the issue in collaboration and then give you some examples of what happens. Collaboration really is governance and you add governance from some state office in terms of licensing teacher preparation, and so forth, governance in terms of institutions of higher education and their training programs and governance in terms of the school district and their staff development or needs. And then, more recently, governance in terms of advocacy, advisory, minority language, ethnic group, whatever you want to put together. And then those four ingredients and how do you really operate. Let me give some examples.

In that funny thing we called BABEL (Bay Area Bilingual Education League), the governance is with 5 school districts and one-half dozen colleges and universities in order for us to provide services to youngsters in a bilingual situation, to provide inservice and preservice training for those teachers who we have now and those who we need since there is a very great shortage of teachers who are Spanish-American or Chinese, if you will, or either Cantonese or Mandarin speakers. So at the inservice level we work with a variety of colleges and universities that upgrade that group that works with us - it's a small group. How many Mexican-American, how many Chinese-American teachers do you see running through your training program?

The next piece is preservice in terms of our early identification. Our work with people is: to change their job orientation or their professional commitment from whatever they planned to be to come into our school. Part of it is something that we are now beginning to call "mediated programs"

(Charles Schuller of Michigan State is telling me that we no longer have audiovisual, it's not instructional media, but it is now a mediated program.) Anyway, the development of materials takes college/university help in terms of concepts, and in terms of ideas, in terms of depth of program, but the technical skills area is our part and the production -- putting it together in one place -- is ours as well.

We have another funny thing called BASTA, and it's kind of strange. It's a Spanish program and BASTA, as most of you know, means enough; in this case it's a Bilingual Assistant to Student Teachers and Assistants. It is a secondary school program. St. Mary's College helps us with this. Same groups of schools, same group of school districts except in our area where we are receiving immigrants from China at the secondary school level with skills and talents but no language and English as a second language only. We'll just indicate that the governance is collaborative, it's joint power. It's advisory, it has parity, it has R & D and we're most interested in the operation and service. And a college/university, of course, is interested in the development of the program. Let's move on to a big case that some friends heard about once before.

The three major areas of the Bay area, Oakland, San Francisco and Berkeley, operate what is now called the Bay Area Learning Center. The governance is difficult and yet I think it has a lesson for us in terms of how you share power, how you share decision making, how do you come to it without a great deal of, well you have frustrations, but without uproar. The planning for that, I think, takes a great deal of thought and I'd like to spend some time on it. In reality, Oakland is the LEA. We receive a grant of about one-half million dollars a year and it's wide open in terms of what we do with it because it's first to improve the present state of services of federally funded projects. By some contrast, Oakland receives about 22 million dollars a year in federal programs. Every single one of them has two or three line items that say staff development inservice, parent education, consultants, you name it, but all of us are very good at pumping those words in the budget and defending them so that we can, in fact, do the soft approach, provide funds for the continuing education of our staff, when our own local budgets do not support them. Oakland is the LEA, the Board of Directors for the Bay Area Learning Center is the three superintendents. They are the policy-making group. That was almost a given, if you can say that, that was a condition of the grant. It also operates below that, an advisory board representing the three districts: 12 members, and a 36-member advisory board. Unless you have been in some of those kinds of contentious meetings...why the numbers are bad enough, but the board also has to have from each of the districts a black, a Chicano, an Asian, a native American, a college representative and administrative representative, teacher representatives, instructional assistant representative, clerical -- you know, the whole array, in terms of whatever is parity.

Today's conference with the bell of parity is to me, kind of funny, because that's what this is all about. But you don't start off with that kind of arrangement when people come in representing an ethnic group, a language group, or some sort of categorical job description group, without a lot of preparation for it. Please note that in what I have said in terms of describing the parity board or advisory board that the colleges and universities have three people out of 36. Each one of us gets to choose our friend from some local college -- and they're on. How do you get to it so you don't have all kinds of hassles, you don't get all tied up? Because in terms of operation, that board approves all programs, all uses of funds, all budget, personnel, programs, and then recommends to the Board of Directors, the three superintendents and then that finally goes to the Oakland Public School Board of Education for implementation. In terms of our operation, we start off with the givens: what do we want, how do we want to operate, how to put it together? And I think that the nuts and bolts probably make sense for this meeting. The management group representing the superintendent's designee, representatives of the college sat down, and the State Department of Education sat down to plan out what the learning center would be like.

With the enormity of the task and with the difficulty we would have with divesting ourselves of our particular roles and our work, I think the wisest decision was that we specified what we needed and then issued a request for proposals. The district got in this business that the "Feds" usually do:

specify what you want, mail it to 200 - 300 folks, and say, "Come on in and manage the program for us. Manage the start up, manage the building up of a program." In addition we had a planning advisory committee, which began, just generally to fill in that parity group and that was a lot of fun. We have some video tapes of those meetings that are instructional, enlightening, (you don't know what other words to give them in a hurry). If you want to know about challenges in public meetings, you get that. It is a test of confidence, a test of credibility, spilling everything out on the floor and the people until finally things got put together. Then in a few months, that helped us review the hundreds of proposals which were sent in to us. We had training programs, how to review, what would be the final reaction, and this in fact assisted us in negotiating with the finalists in terms of: I liked your proposal, we liked your company, your price is too high. We finally came up with something we could talk about. Nuts and bolts, but an important kind of aspect of moving into collaboration. That company became the management support group, developed an advisory board, rules, regulations, operations, developed the working relationship with the colleges, and finally got us on the road.

At this point, and the development is what is in this document, and people tend to lose it later on, at this point we are in the operations procedures of the Bay Area Learning Center. The director is an Oakland employee (we have contracts with Berkeley and San Francisco so that we can share appropriate staff), the operations are bid contract for service. It is primarily through three vehicles, one for each of the districts: Berkeley has its staff development center, with a name for their teacher center, San Francisco has a teacher learning center, and Oakland had START (Student Teacher Access to Resources in Teaching). Those become the facilities for our operations, they become the centers for our teacher training, and in them we take care of our special interests.

As an example I'll discuss Oakland, because that is my most familiar point -- and especially since the director of the program now operates it and I just have the administrative control. Oakland's interest varied from the improvement of teacher programs, teacher education from our staff development kind of things to clinical workshop, recruitment and employment of college and university staff to coming to our center to work, needs assessment, and then providing that particular kind of support. That's global, gut level: "How do you feel, what do you want, what do you need," and we bring the resources in and it's here.

Our own particular programs have to do with administrators, and let's talk about that for a minute, because in a decentralized accountability, regionalized, school/community-based operation, where the school and community choose to recommend the superintendent, the administrators are chosen for many, many other reasons than their ability to administer schools. So we find the immediate need is to take these people who have gone through

Lewie's intern program and are credentialed, or partially credentialed, but eligible to work as administrators, and then develop programs for them. We have had a variety of inservice programs for administrators. In addition, because of our own and the teacher-felt needs, we are calling it a "teacher shelter," and the learning center provides that. In addition, self analysis kind of techniques, ethnic studies, parent programs, instructional aids, instructional aide programs. Instructional aide program: just a second on that, because we have 1,200 to 1,300 individuals who are para-professionals in Oakland. They now have a salary schedule of employment for services that is both longitudinal and horizontal, in terms of college preparation towards a teaching degree.

There are other kinds of governance and we talk about that in terms of attitude because in this one we knew that we were going to have an advisory board, we knew what we wanted to do, and sat together with a management group. In some others, where it is mandated, you almost give up governance. For example, in McClymonds High School, our school of champions, any great major athlete you talk about came out of Mac. It presently has a rather large size grant -- Title VIII for dropout prevention -- and the governance there is negotiable, no longer a position of do the kinds of things we want to do. It's what the community wants to do. And I would advise strongly never getting into that kind of a situation. It is just bad news. Four years down the pike and its taken this long to get the community in that particular school out of the business that the only careers that those youngsters should have are college careers. And if there is anything else that makes a vocation, it is bad, degrading, and not the way for their youngsters to go. We also work in collaboration with the Far West Lab, and collaborate, in this case, with Cal State University. Our collaboration there is with them and with business and industry in an employer-based school operation.

Let me give you some reflection on governance. I'll indicate again that I think it is attitudinal, governance and collaboration...I see those as being one to one. We talk about collaboration, and who does what -- and it is your attitude, and what you do about it. All of us would obviously rather do the "I can do it myself, Mother," "Leave me alone, I will do my thing," but you can't do that any more. Training needs have changed very dramatically with the winds of social-political change. The Civil Rights Act has made a great deal of difference in what they do and what we do. Urban districts have had a tremendous change in the composition of the kids. We are reflecting what those youngsters look like in terms of what teachers look like. We have a great need now because of our declining enrollment. My district is terminating 150 staff a year now. In terms of that many school kids, that leaves you with a solid group of people who have been around a long time, ain't going anyplace. They've chased all their credits, and they're at the top of the salary scale and they're past the nesting stage, so "Why do I want to go back to school? And how? You can't make me." And at the same time, some minority group saying, "They're killing our kids, they need to be retrained, get rid of them, get rid of that principal!" Obviously we are interested in collaborating, and we are interested in collaborations where college and university folks come to us, where they feel the need. Where it's as simple as: 58 teachers started last Monday, who had to have certain kinds of specialities, and they're in classrooms right now. We borrow your talent. That's the business of using federal dollars. In terms of Lewie's institution, he services, he has a center. In our center, at this moment, this month, there are seven courses which his institution is providing at our teacher center. Last month there were five courses, some months there are 12 courses. It is flexible, it moves with our needs assessment, it moves with the times, if you will. The kind of people that flow through his office, that is supported in our place, it moves with our needs for staff. It moves whether we are dealing with members of the Black Caucus, or the Asians for Democratic Action, or whatever group we have to deal with.

What we are looking for is win-win solutions rather than win-lose. In most negotiations, there is usually someone winning, and someone losing. In collaboration, it shouldn't be that way. Collaboration should be so that everyone has a piece of the action, everyone feels that they're gaining, everyone goes away feeling good about it, and building upon it instead of having to wrench the power away, or step on someone else. We have had a lot of that in public school administration, and public schools have lost. You never gain back what the community takes away from you. You need to build in your relationships with each other and obviously in our relationships with the communities that are served -- the teacher community first, and then the public community, the opportunities to have win-win situations. I think the Bay Area Learning Center is one where people are comfortable. No matter what background they have they know where they can plug into the system, where they can get their information from the university, where they get the information to the school district, and where they can get programs that make sense for their particular kids. And there are, of course, advocacy groups continually.

LEWIE BURNETT

One of our collaborative efforts has to do with colleges and universities. We are a new institution. We don't look upon San Francisco, Oakland, and Berkeley as our three major districts. We work with 25 major districts, and the one we don't work with is San Francisco, because San Francisco State works there. Just as some districts work with anywhere from ten or twelve institutions at one time, we are working with many districts. We get most of our students from communities like Berkeley, 25% of our students are minority students, and most of them are commuter students.

When we opened 14 years ago, we made a couple of key decisions then that, we think, have stood us in good stead ever since. We decided to do as little of the professional preparation on campus as possible. Being a state college, we could have had, for instance, a campus laboratory school, and similar training facilities, but we voted not to have them. We have never hired a professor of education who simply teaches courses on campus. All of our professors of education must spend at least half their time in the field. So we have been able to assemble a fairly decent group of professors who can go out and do things and demonstrate, and so on. That doesn't mean we always guess right, and that we don't have our share of lemons, too. But the attempt is there.

When a learning center wants somebody who can put on a particular service, we can tell them that we don't have anybody but we'll help them find somebody. In the process of working with these many communities, let me just quickly list a few of the collaborative efforts we are called upon for. We were asked to help Berkeley reduce the stress of racism. When Berkeley's school board voted this way, it meant that every employee of Berkeley had to go through a retraining program. This meant every employee - the custodians, the gardeners, the office workers as well as the teachers and students. To sit down with all of the minority groups in Berkeley and work out a plan that they would all buy was an interesting experience, to say the least.

We have been learning a lot about the meaning of the word collaboration in the last few years. We know enough now to know that we don't know what it means for sure, and when they're simply being defensive about a position they want to hold on to. Hayward is a community which was founded by the Portuguese, and they want a bilingual Portuguese program. The decision in San Francisco to teach Chinese will certainly influence us. The Portuguese have been after us for several years now, but how many Portuguese teachers do you know? We don't know very many! Of course, we have a big group of Chicanos. We have been trying to get a bilingual program going for the Spanish-speaking. Now we have Portuguese-speaking.

We have also worked with the education committees of the AAUW in preparing teachers for certain kinds of exclusive suburban areas; one of the big problems out there with the kids is drugs. Working with the AAUW is a very different experience. Working with minority groups - you learn a different collaboration there. We mentioned the various kinds of internships and career opportunities people, instructional aides, in Oakland that we are trying to develop. There is another district that wants us to come out and offer a master's degree externally, that is, off-campus, for special teacher aides. These are teachers who have been pulled out for a year or two to serve as resource teachers and who want, also, in the process, to pick up a master's degree.

The school districts have been cooperative. They would usually accept and line up an advisory committee of fifteen to twenty-five very easily. But we don't do that any more. When we started calling superintendents, asking to have a few teachers on the advisory board, the teachers' union got on our back real fast, and said - "Why are you asking the superintendent what teachers should be on your committee? Why don't you ask us if we want to be on your committee?" So now we go to the teachers union, and we go to the California Teachers Association, and we get the teacher members. California, as you know, has split the administrators away from the teachers and has organized the Association of California School Administrators. That includes all principals, superintendents, and so forth. We go to that group to ask them to recommend the administrator. On the advisory group, we also go to the AAUW, to the League of Women Voters, and to the PTA to get those people.

Always, in our area, we have to make very sure that we don't end up with a white committee. And this we can do, if we don't watch it. Any one of these groups, thinking about its eager and supportive members, may by chance come up with some good recommendations but we have to, as tactfully as we can, say, "Are any of them minority that you are talking about?" We have learned already to ask them to recommend some names for us so we can choose from the list. We don't say to them, "You recommend three people and we'll put them on the committee." We ask them to recommend a number of people so we can select the committee to have geographical representation. We have a span there running from Richmond, up north, which is a community of 100,000, down to Fremont, near San Jose, another 100,000 community of people. We try to spot people around the region and not have too many administrators on the committee and enough teachers. We make sure to have both teacher association people and teacher union people so that it won't upset either one of them. They call on the portions to make sure we have representatives from the minority groups.

We think we're learning quite a bit about people's definitions of collaboration, and when you are collaborating and about what you are collaborating. And, really, do you want to collaborate? Some of these groups don't really want to collaborate; they want you to cooperate with their point of view and they work very hard to maintain a position. They don't work hard for any solution to the problem; they work very hard for their solution. So this point about governance and attitude is very good. We can collaborate with them as long as they will make their position dependable. So long as we know that if we make this move, the union will jump us, then we know how to move and we know when a problem is solved. It's when they shift gears on us, it's when they come in with unpredictable behavior, as when we thought that they were going to object and for some political reason or other they didn't, or when they suddenly shift their position, then it is hard for us to move.

This is where we are, and we are just one of several institutions that work with Oakland. We work probably more with Oakland, because it is the biggest district in our backyard and we have had this kind of a start and this kind of cooperation. We also have worked with the county offices on special education programs. We have all kinds of internship programs. We have a California SHARE program where university students tutor disadvantaged children in the communities. We will have a class with a couple of hundred university students every quarter learning how to tutor. We even collaborate with Australia these days to ship teachers to Australia. We have shipped 1800 teachers to Australia in the last two years-we sent a 747 jet full this week, and another one is going in May. We have always opted for advisory groups, but we never paid attention to how they were composed. We simply identified some people with ideas and we invited them. Now the state has passed a law which says that we must have advisory groups, and that these advisory groups must include community representatives and representatives of minority groups. So it is spelled out by the law now. We used to have, for instance, an advisory group on elementary teacher preparation, another on secondary, a third one on preparing school administrators, etc. We had to go back and reorganize all those, and when we got back into reorganization the teachers association started asking, "How did you get old John Doe on there in the first place? He is a cop-out as far as the association goes." Besides the areas where it is mandated and prescribed by law, if you are dealing in a community which is primarily a minority community, and you ask for representation, one of the questions that comes up is "What power do you want me to sit there and advise, be a white man's guy, you know, forget you." And when you get past that part to "Yes, you participate," and negotiate back and forth, then if you don't think about a representational model, you're not around very long. If you deal with one power group, then the other one kills you; they will see that you are not there long. By looking at the distribution of demographic figures, in terms of numbers of kids, you can take care of that. Then there's the other business of who represents, and do I accept a Spanish-speaking unity council, an umbrella group, as being representative of Spanish-surnamed youngsters in Oakland? For example, you get a brand new principal and he goes in the place - "Gee, I have mostly black kids and a few Mexican kids" - you have to tell him, "There are 12 Spanish American organizations around his school and 20-30 black organizations and you had better know who they are," because those are the groups that are going to tell him what his school is supposed to be like. They're not the parents; they're the power groups. You have staff for that -- if you don't, you are in trouble.

The program of needs assessment can be as simple and informal as the teachers and the principals of the schools saying, "These are some things we feel we need," just that. It can be a more formalized structure that we use, in half or more of our schools.

When you look at the level of instruction, where the youngsters are, and where you think they should be, achievement-wise, you look at the community contacts, parents, involvement, the staff involved in it. Then our research staff collates that, puts it together and reports back to the school, and then we get a reading back saying this is what we want. We get a collection of schools in the regions, and then we collect that data, and then that becomes another cut-off in terms of the kinds of programs we provide. Then this is fed into your teacher center -- at least that is the way it is done in Oakland. In Berkeley, it may be that the Black Aces will say that -- that is another interesting group in and of itself -- and they may go directly to the school board and then direct the Berkeley representatives to our Board to come up with the program and to go back to Berkeley's staff so there is a program put together. The district will ask for the program, and either contract out or ask for Hayward's staff or Berkeley's staff or someone else.

I think every large area is going to come to teacher centers, not necessarily, though, as a result of state legislation. Because the legislation could be met, the mandates of it could be met without such centers, as far as the commission is concerned.

For example, in Los Angeles, one of the needs is for bilingual, bicultural sensitivity as well as language instruction; that need in Los Angeles is being met by an outside institution which has nothing to do with the schools. It is a separately funded operation: the Hispano-American Center in Watts, run by a Mexican-born Armenian Baptist minister. The Commission is a teacher-sponsored thing, hopefully, where the teachers association could get control on accrediting institutions, preparing teachers, and certification. And it's out of the State Department of Education; it is separate. One thing that got crossed up, of course, is that we have an unpredictable governor. Somehow, he forgot to listen to the teachers association when he appointed members on the Commission. So we got a wild Commission: it doesn't answer to the teachers association or anybody. It is just running around passing all kinds of weird regulations, and we don't know what is going to happen. There is a lot of conflict and a lot of tension. The superintendents association, for instance is even talking now about trying to get the law repealed, or certainly modifying it. So we don't know, for instance, how seriously the Commission is going to check and enforce its regulation. Now, we've all been around long enough to know how to talk to commissions, and how to explain programs, and so we figure we will live with it, with the idea of these kinds of program advisory committees or getting out into the community. We had to do it in Oakland, anyway, because Marcus Foster put in community involvement. We couldn't run a Teacher Corps program or anything without getting involved with the parents and teachers of the community. So, as far as our operation is concerned, it hasn't affected us much, and we have all the natural population in the area, so we can easily get into multicultural experiences for our students. We can't avoid it.

The law boils down to something called "3.3" -- multi-cultural, multilevel staff development for all employees, from the gardener, custodian, boilermaker to the teacher. That is all part of the law. And what happened with the Oakland district is a rather recent and rough experience. The Committee was put together with all the kinds of ingredients that we talked about, finished after months and months of effort. The district could say they had a committee which was representative, and could list the college courses that would meet these needs, and say: forget the problem.

The point about representation: one of the groups who has another agenda item has a member on that committee who kind of came and went. Because of the staff guy who was running it, no one took count of how many times you arrived when major decision were made, or that kind of stuff. When that went to the board for state approval, all of a sudden there was an outpouring of 101 Chicanos, saying, "That doesn't represent us, that is the white man's stuff and we weren't there and how dare you even put our guy's name on it." And all of a sudden you are in a brouhaha in the middle of the public. And so, you can have a representational model, but you have to follow it up with a great deal of staff details in terms of who was there, what was said and on and on.

Teacher Corps programs have been with Hayward, and our career opportunities with almost every institution in the Bay area. The both of them are heavily steeped in competency-based instruction and training for those interns and trainees. Despite the declining population, the declining teacher needs, they are hired -- and most of them are very successful.

Hayward has gotten into competency-based stuff about three or four different ways. We first got a middle school program about three years ago, state funded, and we are one of six California institutions in this experiment. People who went into that, I mean people like our professors and the school people, went about developing competencies very slowly, came up with a few general goals and then attached a few competencies to those goals. When Teacher Corps started in Oakland, they hired some specialist to write competencies and he came up with 60 competencies. Everybody would do twenty of them as a core with the other to be individualized on the basis of need.

When the new state law went in, we didn't have the academic process in California stopped as they did in Texas. So the state law now says that by next September all programs have to be competency -based. So when our regular faculty went into a retreat one weekend to write competencies, they went wild. They came up with 700! Then we met the next week and said, "What are we going to do with 700 competencies? We'll be in school forever doing these competencies." So they went into retreat again, and their purpose this time was: "How do you get a limited sum?" So they struggled and argued and finally got down to 450. They couldn't go below that. Every time they tried to go below that, somebody would get defensive, so finally they just did about the only thing they could do. We have had for years something comparable to centers out in many of the districts. So they said to each center coordinator, "You just take any 125 you want of these 450 in your program. You see what you can do with them for a year or two and we'll see what we can learn." And that's where we are. So in the one case where they started out with general goals, they ended up with maybe twenty competencies. In the other case, we haven't clearly identified our goals yet.

They have all of these wonderful sounding competencies. You cannot quarrel with any of them, -- except the trainees may go crazy keeping track of so many, and our professors may go wild trying to keep score. So we have worked ourselves into a muddle here but we are learning a great deal about what is meant by competency, which is a new revelation to some of our faculty.

The professors sat on the campus to pick the 125 first. Now they're going out and sitting down with the public school people who may throw much of it out the window; we hope not all. The others like the middle school people. Now we're saying to our Teacher Center teams, which consist of university professors, public school teachers and principals, whatever school they're in, you select the competencies that you want to work on in your school.

Case Studies in Collaboration: Chicago

The Ford Training and Placement Program

Henrietta Schwartz

Director, Ford Training and Placement
Project, University of Chicago

Curtis Melnick

Associate Superintendent
Chicago Public Schools

HENRIETTA SCHWARTZ

> For I would hope that a generation hence, no one will be able to say of our generation--as we can say of preceding generations -- "Although the problem of urban education was recognized, nothing bold or massive to solve it was attempted."

These are the words of J. W. Getzels... University of Chicago. They were the conclusion of a speech delivered in February of 1967, in which

210

Professor Getzels outlined a proposal for dealing with the common problems of education in the inner-city schools.

The inner-city schools.... generally from 75 to 100% black. Or Spanish-American. Where the students are the products of a different social system... with unique values. And the key word here is difference! The difference between the middle class and their society. And the fact that -- by and large -- their teachers come from the middle class. For although they have had a teaching education -- they have been trained as though teaching in Woodlawn or Winnetka were interchangeable.

A second problem as related to teaching in core-city schools is that universities persist in preparing teachers, counselors and principals separately - as non-related roles with separate curriculums. Yet in practice, these various roles always function in complementary relationships to each other.

A further complication to the problem is the lack of communication and interaction among the educational personnel, the school, the community and the university.

It was to this complex set of problems that Professor Getzels directed his thoughts when he delivered his paper on Education for the Inner City. It was called "A Practical Proposal by an Impractical Theorist."

Impractical? The Ford Foundation certainly didn't think so. When the program was explained to them they agreed to finance a three-year experiment. Funding has since been extended to six years.

The official name of the program is the Ford Training and Placement Program. The Ford Program (for short) is housed in the Graduate School of Education at the University of Chicago. This program has been defined as a "social system approach to training teachers for urban schools."

It is designed to benefit those teachers who have not been exposed to a ghetto or inner-city upbringing.

As originally designed by Getzels, and as subsequently shaped and changed by practical experience, it is a four-faceted operation.

The project is implemented by mechanisms called "cadres." Cadres are teams composed of new intern teachers and specialist interns, including administrators, adult educators, social workers, psychological specialists and those people actually functioning at the selective schools, either teaching at the subject matter or grade level represented by the intern teachers or working in specialist roles. In addition, the principal or assistant principal of a school, or a school counselor, and any other personnel deemed appropriate to represent the social system of the school, are included. Each cadre also includes one or more community representatives. Another very important member of each cadre is a cadre liaison member -- so important, in fact, that he is furnished by the Ford program. He is the cadre manager. A completed cadre usually has from 15 to 25 members and follows a three-year program. During the first year primary emphasis is placed on

212

development of the individual's professional field, coupled with some training in the problems of inner-city schools. The second year marks the beginning of coordinated preparation for service in a specific inner-city school. All participants understand what is expected of them by the school system, the other teachers, the principal and the parents, and in turn express their expectations and have the opportunity to negotiate and finalize those expectations that are in conflict. The cadre enters the school as a group and begins work.

Each member carries out his specific function but with the added responsibility of being a member of the cadre. Cadres meet weekly to discuss problems and find courses of action. Once a month they meet with other cadres at the university to discuss common problems. The third year of cadre activity is called the "Placement Year"; often by this time other members of the faculty have opted to join the cadre, creating what is called an "extended cadre." It is by now a task-oriented group, the problem of individual confidence having been taken care of the previous year. The university-furnished liaison member is replaced by a cadre member, and it becomes self-sustaining.

The overall effectiveness of the program has been as follows: It attracts highly motivated, dedicated personnel. It contributes school personnel especially prepared to work in the inner-city school. It provides the school with a professional esprit de corps. Each cadre member is backed by an intern; this provides group support to each of the members. Cadre members, both new and old, receive a far better understanding of the problems of their co-workers. But a program can only be judged by its results, and in several of these areas the Ford program has proven outstanding. For example, in faculty stability, as shown by the retention rate of new teachers, the Ford program has experienced an incredible 62% return of interns to the inner-city school where they were trained. This compared to 35% retention nationally and only 27% in non-Ford inner-city schools. Another measure of success is the carryover of involvement to the other faculty members. Cadres have, in some cases, expanded to include from one-half to two-thirds of total faculties. A further measure is the development of special materials. Curriculum materials in projects produced by cadre groups are receiving wide distribution, even to other parts of the country. And finally there is that most flattering indicator of success, imitation. Plans are underway right now in several universities in four different parts of the country to adopt the cadre approach as a way of training and placing teachers. But listen to a word of caution: The Ford program performs no miracles. We have no magic formulas for instant cadres, but we have learned quite a lot about nurturing the growth of such groups. How can the Ford Training and Placement Program cadre concept help you? Only you can decide, and you can only decide by observing the program in action. Come and talk to us or we will come and talk to you. Observe several cadre meetings -- both new cadres and old, established cadres. If your experience whets your appetite to try the program in your situation, members of the Ford program staff will present the program to the administrator, faculty and those involved in your teacher training program. We will serve as consultants to any institution interested in replicating the cadre model. The Ford Training and Placement Program is not a magic answer, but its implementation will allow us to say in the future, in the light of Professor Getzel's challenge, that in our generation the problem of urban education was recognized and something bold and massive to solve it was attempted.

The Ford program has been in business since 1968. It is a collaborative program between the University of Chicago and six departments within that University, the Chicago public schools and the Ford Foundation, which is an extremely important component of the whole thing since they provide the money. There are a couple of things that I'd like to add. First of all, there are four replications of the program here in the states and two abroad. There is a replication of the program at Northern Illinois University, in collaboration with the Rockford schools. There is a replication of the program called Project "We" working out of Newark in conjunction with Rutgers University. There is replication of the program in Australia --

the Latrobe University working with the Melbourne public school system. There is replication of the program in the Boston area working with Boston University and the Boston public school system, and there is replication in the California area -- the University of California at Berkeley, Berkeley public school system.

The program described here is the Ford program as it operated in Chicago. It is a graduate program, and that is sort of an artifact of the university. We don't have any undergraduate teacher training at the University of Chicago. Our teacher training programs are at the MAT or MST level. And so when we started the program we initially selected people from the MAT or MST programs at the university to become the preservice interns in the cadre. One of the basic components of the program is that people be placed in groups where they trained. We selected schools as specific sites, and we worked with 14 of them over the last several years. We would select a group of inservice teachers from that school, match them with interns from the university and include the principal and the community representative, and that group would all go into an intensive six-week summer training program, which typically started with a four-day retreat, to help clear away some of the interpersonal obstacles that always arise in group communication, particularly in integrated groups and in groups where you have distinction in roles or status. The rest of the six-week summer training program was involved with role competence skills, micro-teaching curriculum development and group development -- that is, the group identifying the problem in its school that it wanted to work on. And to do that we provided two staff roles: the liaison role and the group process role.

Now the program had problems, no question about it. For example, I'm the second director of the program. The first director was killed off in little less than a year. Why was the first director killed off (and that's not unique, by the way)? In the Triple T (TTT) programs from 1970 to 1972, 43 out of 47 changed directors. So in that sense the Ford program is not unique. The Ford program was not a direct school improvement project. It was based on the assumption that if you train people to communicate better, to understand their role functions, to know something about meeting them, that will benefit the instructional program of the school. So we weren't going in with the specific notion of upgrading reading scores or math scores and so on. The first director of the program felt that sensitivity training was a panacea for all teacher training programs, and spent a great deal of time trying to determine who the real community was. In 1968 in inner-city schools, that was a very difficult thing to do. The first director of the Ford program, dashing about in black communities, created some flack at the university also, and so by mutual consent, he left and I came on board. This is not to say that the first director wasn't a bright, knowledgeable, and intelligent guy -- he was. Not just because he was a University of Chicago graduate either. That's no guarantee. But the business of getting a collaborative operation going is a very delicate and very complex one. And that process of implementation is what I would like to discuss.

It seems to me that there are three things that have to be considered. The first is a basic assumption. That is, that any experimental program that requires collaborative effort is going to be, by nature, a low-power organization. Realistically, you're not going to be able to order a school system to do something when you want it done if you are in an experimental program (Teacher Corps programs can't do that). Nor are you going to be able to order a university to institute a new program when you want a new program put in. Now given that basic assumption, that you are low-power, and that very often the only power that you have is good will, faith, hope, charity and a little bit of money, there are certain kinds of operating procedures you are going to have to use. First of all, there is going to have to be parity in your governance structure. All of your participant groups, all of your client groups and all of your agencies are going to have to feel that they have some input into the decision-making process. Or if they don't have a voice, or if they don't have input, or if they don't like what's going on, that they have a sense of procedure or due process whereby they can get justice. Somebody will listen to their complaints. Kind of a parity in governance.

It seems to me the second thing that you need as a basic essential is a series of staff roles that function at the interface of the various organizations connected with the program. It is not enough for two individuals to sit down and come to an agreement and shake hands. You have to have contractual agreements with the Chicago Public Schools, particularly if there's money involved. That means that both organizations have to put their pocketbooks where their principles are. It is not enough to say, "That is a nice program, we are going to do it." If they're willing to put money into it, then you have got a commitment. So then, you need people who can negotiate those commitments.

The third thing is that you have got to assume that negotiation is going to be your operating process. And that is very frustrating and very time-consuming, and it creates some problems facing any kind of a collaborative arrangement. What FTPP can say is that we have found a way, and we can document it, whereby we can engage in this kind of a collaborative effort. Further, we have evolved selection procedures, appropriate instrumentation, and a good evaluation design which will let those who wish to adopt the model know what they are doing. Hopefully, if we tell other people how to do a program, it will save them reinventing the wheel each time.

What has happened to the institutions which have been involved in the program? At the University of Chicago, which is very much a research-oriented institution, faculty members who first participated in this Ford program were a little skeptical. Practical programs are not a forte of the University of Chicago, and furthermore, public school people were skeptical too. They didn't want folks from the Ivory Tower coming in and telling them how to run their schools. So given these reservations, when the program began there was some latent hostility that had to be worked out. All of the university programs were preservice. Suddenly faculty members in the teacher training program began to find that another kind of person was sort of infiltrating their classes. Not the young, missionary preservice person, but the worldly-wise experienced teacher from the public schools, who was asking all the wrong kinds of questions, and embarrassing the university professor who hadn't been in the schools for twenty years. And that created some conflict. We tried to slip some people into the preservice MAT program -- that is, experienced teachers. As we worked with the people in the schools, they decided that the university did have some resources they wished to take advantage of, so they thought, "Why not work on a master's degree at the same time?" The university had no master's degree for experienced teachers. Rather than try to keep bending the preservice programs to fit their needs, over a two-year period, what we persuaded the graduate school of education to do was to establish a degree-granting program for experienced teachers. Initially the experienced teacher graduate students were in the Ford program, but later the degree program expanded to involve any experienced teachers who could meet university entrance criteria. So, in fact, university teacher training programs have become more realistic, more field-based, more able to deal with some of the problems in urban education. Second, university faculty members have discovered that there are ways of combining their research interest with what is actually going on in schools. And so some of the documentation that has come out of the program has been extremely useful and very sound, because it has had good conceptual models and a good reality base. And that has been very useful for us.

The university has seen the teacher education program expand and flourish, and they have been rather pleased. The other rub that the university had to get used to was a new kind of staff member coming on board to operate the program. That is, a staff member who had one foot in the public schools and one foot in the university. They were not the typical University of Chicago staff member, and that created some problems too. Should they get faculty rank, or shouldn't they? What is their status in the department? In the graduate school? The Ford program had from 23 to 26 staff people during full operational years, and of that group, four had faculty rank and the rest were staff associates. But that was a concession for the university, too. The staff created a rub, but it worked out eventually, not without a great deal of negotiation.

We have worked with fourteen groups -- nine of them have been successful, and are still operating. Five of them bombed. The first year of the program we established three cadres. One made it, two didn't. When I say made it, that means they went through the internship year, were all placed at schools, went through a full-time placement year and beyond. In the second year we learned a little bit more. Two cadres made it, one didn't. In the third year of the program we regressed. Of the three established, one made it, the other two didn't. And we learned some things about the ones that didn't. For example, you don't go into a school that has another full-fledged program going at the same time. There just isn't enough administrative and faculty energy to handle two experimental programs at the same time. One of them is going to get left out, and we were. We went to Hyde Park High School at the time that the Woodlawn Experimental Schools Program was being implemented. The static was so great that we just couldn't survive. We also learned that you don't go to schools that have a great deal of faculty-administration conflicts. After all, it is an experimental program, a training program, and you do want to place your groups in sites where they have a chance to succeed.

Another program product that we were very pleased with (and have documented) is what we call a transactional evaluation research design. It is described in Bob Rippey's new book in the chapter by Wayne Doyle, called Studies in Transactional Evaluation. You really cannot do the traditional kind of educational pre-test, post-test research with this kind of a program. We found that anthropological techniques were much more useful for us than traditional educational evaluation techniques. These methods have captured the essence of the program. We do have all kinds of quantitative information including change scores and so on, significant at the .05 level, for those of you who are interested. And we do have a set of curriculum materials, some of which have been published. Other materials have been used by the Chicago public schools on a city-wide basis.

Finally, I think that there are a couple of things that any collaborative program has to consider. These items represent a personal bias which comes out of my experience with the Ford program. It isn't enough to have a handshake. You need a contractual agreement. And I mean in any, every sense of the word, contractual. A written document, written flexibly enough between the two or more organizations, that will say, "Yes, we are going to collaborate to this level, with this set of given resources." And then you need that lovely thing known as goodwill to implement that program and to overcome the operating difficulties that you are going to have if you have a long-term project. I think the other thing that any experimental program like this needs is the time and the data and the resources to mount an effort and find out something about it. A one-year program or one year of funding, from my perspective, is a waste of time. You need longitudinal funding and you need stability in staff and ongoing institutional relationships to really find out anything about what you have done and what you ought to be doing to self-correct the program and re-evaluate it. The other nice thing about Ford funding was that we didn't have to "show and tell" before we were ready. Frequently, particularly in federal programs, I am sorry to say, you are asked to "show and tell" before you have anything to show, and tell before you know what you are doing. And that seems to me to be destructive. You divert staff energy to write reports and do fancy displays so that when the folks come on their site visit you have something to show them. Program energy, staff energy would be better spent in three years of low-profile development, and then showing and telling. By that time you have something to say. My remarks represent the university perspective. Here is the public school point of view from the administrator most involved, an Area Associate Superintendent in charge of 180,000 students and 185 schools.

CURTIS MELNICK

It was my happy task to recognize the Ford Training and Placement Program for what it was and to do my best to implement it and facilitate it in its operation in the Chicago public schools. When Roald Campbell became Dean of the Graduate School of Education at the University of Chicago, it ended a long freeze in relations that had existed between the Chicago public schools and the University of Chicago. For a long time the university had been critical of the operations of the public schools. Roald Campbell came to me and asked if the public schools would be interested in a collaboratively run relationship between the university and the schools. I believe, and have always believed, that the institutions of higher education in the Chicago area ought to have the opportunity to practice pure and action research, and I welcomed this opportunity to put into effect the Ford Training and Placement Program. I didn't do anything that was a big deal in itself, but I had to blaze new paths, and I had to bend policies which affect a large bureaucratic system, such as the Chicago public schools. We have 540,000 pupils in Chicago. I am the head of one-third of that operation. We are governed by an eleven-member board which meets twice a month with a very formal and very formidable agenda in front of it. Our school system is headed by a general superintendent, Dr. Redmond, and the deputy superintendent, who is my boss. It is now decentralized into three geographical areas: north (Area C), central (Area B), and south (Area A). I head south, -- I have been its original head since the formulation of the decentralization concept. I have 180,000 pupils, with about 175 elementary schools and 16 high schools.

We have divided Area A into nine smaller geographical units, called districts, each one headed by a district superintendent, who supervises approximately eighteen elementary schools and two high schools, after reorganization this fall. My job was to spearhead the implementation of the Ford project into Area A and make it work. What are some of the things that we tried to do for the project? First of all, I had to convince Dr. James Redmond, the General Superintendent, that this was a worthy project, and was deserving of support from the Chicago Public Schools. This was not very difficult to do since Dr. Redmond, who had just come here to the Chicago public schools, was action research-minded himself and eagerly embraced the idea of the project. He asked me to write an agenda item for the Board of Education, which I did. It was presented to the Board of Education in late 1967, and this became what Henrietta referred to as the contractual agreement between the Board of Education and the Ford program. When the item came up for consideration by the Board of Education I was asked to explain and defend it. I'm happy to say that it was approved by the Board of Education.

What else did I do? I became a member of the Executive Committee of the Ford Training and Placement Program. I worked with Roald Campbell quite informally. I gave him advice about the selection of the executive directors, I warned him about the first executive director and told him there might be some difficulty, and was happy to endorse Mrs. Schwartz's appointment as the second executive director. The three of us -- executive director Dr. Schwartz, Dr. Campbell, and myself -- met almost once a month, in addition to the meetings held on a more formal basis with the Ford Executive Policy Committee. I was a member of that committee along with two of my District Superintendents, and along with professors from the Department of Education who made policy, formulated the budget and carried out the policy and/or the program. I also made it possible for interns to get paid jobs in the various schools in which cadres were placed. Later I had to follow up on this and ask that these interns be placed. Most often they were placed in the schools in which they had served their internships, and sometimes they had to be placed in other public schools. Except for two or three people, we placed almost 100 people in the various Chicago schools. We opened a beautiful new middle school about three years ago, called the Dyett Middle School. It was organized on a "house" basis into four houses. We were able to place a cadre of some eighteen members in one of the houses of the Dyett Middle School; it has been a most successful cadre ever since. I also participated in some of the dissemination conferences and prepared articles for the program.

The essence of the collaboration between the public schools and the Ford program was greatly dependent upon the good will of Roald Campbell, the Dean, the executive director, Henrietta and myself. We did have a kind of contractual agreement which was written under broad parameters, which gave us the flexibility to do the things that the Ford program wanted to do. I really wanted to cooperate in what I felt was a nation-wide pioneering effort, and I tried to exert every resource that I could to carry out the tenets of the Ford Training and Placement Program. When Henrietta came to me, or other staff members came to me, and made requests, our policy was not to say no, but to see what we could do toward coping with the vast bureaucracy of the Chicago public schools, and find some ways of working within its framework.

These are what I consider to be the benefits of the program for the Chicago public school system: First of all, collaboration can take place between a major university and a large bureaucratic school system. Second, staff members of given schools can become more aware of each other's roles, problems and responsibilities, to the mutual benefit of all. Third, Ford Training cadre members want to dedicate themselves more toward serving in inner-city schools, and remain there longer than the average teacher would in such a school. And last, Ford Training cadre members take the initiative in working with the principal and other staff members in ameliorating some of the curricular and teaching problems in the schools. The number of curriculum materials that were developed by cadres have proved of great use, and have been disseminated to non-Ford Training Program schools, and have helped in working with inner-city youngsters. The Ford Training Program has been a benefit to the Chicago public schools, and we are happy to have played a small part in collaborating with them.

QUESTIONS AND ANSWERS

Question: Continuing along the benefit lines, I was wondering what other evidence you have of the benefit of using the cadre type of approach, as far as school effects, as far as individual effects, as far as effects on the students, ultimately?

Schwartz We looked at a list of twenty-two variables in terms of what we consider success. Now, when the program started, there was a teacher shortage. So obviously, one of the first things that we had to do was look at retention rates -- to overcome the business of the "revolving door teacher" in the inner-city school. And yes, we did very well in respect to that, in our preservice cadres. What we asked cadres to do was to specify the problems of their schools and the evolved mechanisms for working on them. For example, if cadres were to say reading was the chief problem, and they wanted to increase reading scores, then we gave them a reading consultant as a member of the group. Then we helped them do an evaluation. In those cadre schools the change scores are lovely, they are quite significant in most instances, some at the .05 level and some at the .001 level. Those are in instances where individual cadres said they wanted to do this. We helped them do this and we helped them evaluate it. So there has been that kind of achievement enhancement. Another one of the most important variables was to find out whether or not a cadre did extend its activities to other non-cadre members of the school faculty, involve faculty in cadre projects, and that didn't just happen. One of the things the Ford program did was to provide incentives for that to happen. In other words, as a cadre finished its internship year, we indicated to them that we would give them a small amount of money to work on things during their placement year, providing those things incorporated the whole faculty. It didn't have to be a lot of money -- it could be $200.00 or a box of SRA kits, or something. The incentives were really not terribly costly, and they were extremely effective. The nine successful cadres I talked about are really total school cadres. They are extended cadres involving at one time or another a third to a half of the entire faculty, depending on what the project is.

Another thing we looked at was climate measures. And we did pre and post measures of school climates during a year. I won't talk about a controlled experiment. We do have comparison school samples, where there are climate measures from non-Ford program schools. In terms of positive school climate, Ford cadre schools looked very good. We looked at sociometric kinds of information. For example, what were the communication patterns in the Ford schools as compared to non-Ford schools? Data indicate Ford schools had wider networks of communication links and people were more familiar with the role expectations of their colleagues than in non-Ford schools. Those findings are all available in the research reports.

Melnick

I should add, too, the Chicago public schools contributed some financial support for the program. We not only placed the interns -- which was a cost to the Board of Education, but we also financed their summer training programs. As a further answer to your questions, we indicated that the resources of Area A could be made available to the cadres. I have a microcosm of the Central Office staff at Area A. We have curriculum consultants; they were available to work with the cadres as reading consultants, math consultants, human relations consultants, etc. We make them available upon request.

Schwartz

Then pretty soon those people began to find out that the university did have some resources that they could use. We were called to come in to do workshops at a school-wide or district-wide level. We worked with about 2,500 or more experienced teachers in the Chicago public schools, and I don't mean a one-shot deal. We had monthly meetings with them where we did provide some resources and did some training, and so on. That was the cross-cadre kind of activity. We were very much interested in the spillover and multiplier effects. The Ford program did not insist that all cadres have as their focus failing achievement scores. That might not have been the most important problem for a given school. All the schools we worked with were black inner-city schools. All of our cadres, with the exception of one, were integrated cadres. And that created problems for us, too.

Question: I have a question about the placement centers. I missed the very beginning of this and it may have been answered. I have heard about programs that are developed around field center operations or field-oriented operations -- where a great deal of the activity in the university is actually out in the field from the very beginning of the professional sequence. I've heard that it works out better if, in fact, the center is campus-fixed.

Schwartz Our centers were campus-fixed!

Question: (cont.) You have three ways to go you know: campus-based, school-based, or assigned from these. And I have seen and heard examples of all three of them and I wondered what your feelings are in the advantages.

Schwartz Even that is too cut and dried for me. We went where we had to go depending on the need. For example, as one cadre was involved with working with its community preparing a student handbook, cadre meetings, training meetings, were held in community centers (remember there were weekly meetings also). But our summer training program was run on campus at the university with specific time spent in the communities where people were going to go. When cadres were involved in school kinds of programs, their meetings, their training, was held at the school site. We were extremely flexible; we didn't want to establish a "center" notion because then that becomes exclusive and the other people on the school or university faculty don't feel free to come in. By contrast, if you say, "We are going to have a cadre meeting, it's open to everybody to come and have some coffee," and it's at the school or it's in the community and the people are interested in what's going on in the school or community, they will come in. Or, "We are going to do a reading or math manipulative workshop at the university -- I'll give you a lift over if you want to come." People will say yes to this approach.

Question: Did the population of these meetings actually vary as much as it implies?

Schwartz During the internship year, no -- the variation was extremely low, because you had your basic group intern, the experienced teacher, the principal, and the role specialist groups. Toward the end of that internship year membership began to expand as other people from the faculty came into the group. The second year, the placement year, membership did fluctuate, but still you had your core group and you had other people from the faculty coming in as they were needed and interested. The third year membership was very, very fluid. People would come in and out but you always have the basic core group -- between 20 and 25 -- that were in that initial cadre. Very few dropouts here.

Melnick Regarding the placement of cadres, when Henrietta would come and ask me for suggestions, I would give her the names of principals who I thought would be experimentally minded and would want to establish a cadre in their particular school. I talked to the principal after I had talked to Henrietta because I felt confident that the principals whom I had mentioned would want this kind of a program, and my confidence was well placed. Once a cadre was placed in a school with a principal I did not have as great confidence in, this kind of cadre did not work out well. When principals changed during the cadre's three-year sequence, we sometimes had difficulty, too.

Question: Besides the administrator's acceptance, do you also include the school faculty in your selection process?

Schwartz We started a very complex process in November, making our first contact with Curt, getting a list of six or eight schools. Then staff members would visit each of the schools and talk with the principal. We'd come back to the office and rank the principals with respect to openness, etc., first, second, and so on. Then we would take those six again and do presentations to the faculty. The faculty response to the program was predictable. Typically you get a one-third, one-third split. One-third were wildly enthusiastic about the program. One-third were uncommitted and one-third were actively hostile. And you really needed that hostile group because they served the function of making the cadre an in-group. They were the out-group, so they provided the creative tension Bill Smith was talking about yesterday. Any other kind of split and we had problems. You know, if we had 50% that were positive and 50% that were uncommitted, you don't have that negative group to convert, to co-opt -- then where is your cause and where is your reason? You need a cause -- you need a reason to mold a cadre into a cohesive group.

Question: You are saying when it's schools 1/3, 1/3, 1/3.

Schwartz Yes, those were the best. We didn't know it the first two years of the program, but we learned that when we got that kind of response and a positive principal, typically it was a good school to go into. But we still didn't make a decision until we did a presentation to community groups and asked them if they wanted the program in their school. We did not take a simple yes, but they had to be willing to elect representatives from their groups to become full-fledged members of the cadre. This meant participation in the six-week summer training program and a commitment to those weekly meetings, plus serving as a role specialist in community relationships in the groups. They had to be involved in cadre activities, and if the community organization wasn't willing, we didn't go to that school. So by the time that process was finished we selected our three schools, perhaps in February or March, and then we started interviewing people at the school who said they wanted to be in the cadre, and that was a very long process also. We asked them to take psychological tests. We looked at background and experience and we had group and individual interviews. When we violated those selection procedures, typically we got a bum group. When we adhered to them we got a good group working in the cadre.

Question: What was the community group that you approached?

Schwartz Either the PTA or the local school council or the Organization of Concerned Parents or the organization that said, "Let's burn down the school." We weren't fussy -- we went to those groups that were vocal, that were recognized in the community -- often we went to church groups too. And each cadre had anywhere from, well, the lowest was one of three or four members of the community, and that expanded when those people became interested.

Question: Were you dealing directly with the teachers associations in any manner?

Schwartz We hadn't hit the union yet but Curt can tell you about that. Actually, we have a contract with the Chicago Teachers Union and the Chicago public schools and have had contracts since 1967. The union was interested in this program but we didn't violate any provision of the contract. There are certain flexibilities permitted to me in opening positions and placements. We did not push anybody who was a member of the union out of a job. What we did was to place the members of the cadre into vacancies. This we had the right to do. Once again, we did have the ongoing meetings and conferences with the education subcommittee of AFT in Chicago, and in fact, at this point, we're talking about union sponsorship of some inservice training activities, in a cadre kind of program model.

Question: Didn't you take a position on the program?

Schwartz If you don't infringe on the agreements of the contract... If we brought in and paid our people less than union salaries, of course, they'd be all over us. We didn't do that.

Question: Unions have a right to speak for their personnel and can just say, "This is something we don't care to cooperate with," which is not a formal statement but represents their vested interests.

Schwartz No, what they said was, "It looks O.K. Let's let it go, let's talk about what kinds of additional sorts of arrangements we can make and we really ought to have something to say about inservice." This is a way of doing it. And that's fitting their position.

Question: At what point do you consider the program to be a successful cooperation or decide that even though it may be alive, that it is a bomb?

Schwartz All right, we look at the first charge that Ford Foundation gave us and that was to take Getzel's social system model, operationalize it, put together a program, implement it, correct, document it, report it, disseminate it, demonstrate it. This year we're in the process of writing a book which will be published in the fall -- evaluating the five-year history of the program. Now, in terms of that charge we finished what Ford said they wanted us to do. We developed these experimental designs, we redefined them, we've evaluated them and the program looks good. It's one way of getting collaboration going and it works. We can train competent teachers for urban schools. The program seems to be working well in the places where we have replications also. It has a good, sound conceptual base and we know enough about it to help other people avoid the mistakes we made. We've documented these errors and their corrections and we hope we have been very honest about them. Now what's the next phase, is that what you are saying?

Question: Well, sort of -- if you consider it to be successful and I presume that you will continue on to something else, but...

Schwartz Part of the success was to legitimize program activities within the institutions that were cooperating. Well, we did that. The University of Chicago did establish a degree program to accomodate experienced teachers. They are more field-based than they ever were before and those activities have been incorporated in the ongoing activity of the programs of the University of Chicago. The Chicago public schools have adopted curriculum materials which were developed by the group. They see it as being a functional way of training people and are willing to support internship programs and group placements and retraining of experienced teachers in this model. So from that perspective, we're through. We've done everything we said we were going to do and Ford funding runs through September of next year. They give us a wrap-up year to write and put the thing together. Where should we go from here? My feeling is that we ought to take what we have learned and go for something else. We're never going to provide the bulk of teachers for the Chicago public schools. We're just not ready to do it and that's not what the University of Chicago is best at, anyhow. What ought to happen is for institutions that are providing large numbers of teachers to pick up elements of the Ford program and replicate it. Where we can help them, we will.

Melnick

I should say that the Ford program is not the only instance of collaboration between the University of Chicago and the Chicago public schools. A number of senior professors have done research in some of our schools. We have an EPDA project now going on at the university. We have a TTT project with the university and we keep on listening to requests by senior staff members and junior staff members to research in the Chicago public schools. We rarely turn them down.

Schwartz

For a program that is this complicated, though, you do need a set of relationships established at every level of the institution. The collaborative activities are going to continue. If the schools need some services that we have, I'm sure they'll call upon us. If we need some services that they have, we'll call....

Question: At the end of the Ford funding will you continue having the cadres?

Schwartz Cadres have developed lives of their own. They go on at this point. We service them when they ask for help. For example, if they want someone to go out and do a reading workshop, we will provide someone from the University of Chicago staff to do that.

Question: Do you want to start new ones?

Schwartz Not preservice, no. Inservice perhaps. We are not sure, and that's a decision that would have to be made at the university level. Inservice activities are largely the responsibility of the public schools, but the union has become very much interested in this and, of course, as the market diminishes for new teachers, the university is becoming very interested in this, too.

Melnick

We're going into a whole program of inservice staff development, particularly for elementary school teachers. We probably will call upon the resources of higher institutions of learning to help us. We hope to inaugurate a professional staff to help in each of the three areas of the Chicago public schools. We will have full-time staff to work with our teachers who will be released from their classroom duties on a regular basis to become retrained. They will be the team leaders. They will go back to their schools and try to effect what we hope to be an enhanced program of continuous development.

Schwartz

And we do have an all experienced teacher cadre functioning now. It is composed of teachers who wish to go on and upgrade their skills in teaching. Each member of this cadre is a certified teacher. The Chicago public schools released them one-half time, but kept them on full salary (the Ford program reimbursed the Chicago public schools one-half salary for each teacher in the program). They came to the university during that one-half released time, worked on their degrees and upgraded skills and so on. The rest of the time they functioned in the schools. That model is operating in Martin Luther King High School in Chicago.

Question: I just wanted to make a comment that the University of Chicago is not a state institution and therefore it isn't bound by a lot of the same types of regulations as state institutions are. It's more service-oriented. They do a lot of service for undergraduate programs in extension work to a number of institutions in the Chicago area, such as the American Conservatory of Music, that don't have the general education components, and so on, and are operating out of one particular program and at $160,000 loss this year. Now there aren't too many institutions that can do that. I guess you have to say they have some money behind them to be able to take this kind of approach with service as is being requested. I think that makes a big difference.

Schwartz We're a private university -- research, scholarship-oriented -- with a very flat bureaucracy which gives us a lot of flexibility and a great deal of freedom on the part of individual faculty members. If I wanted to go out into Hyde Park and set up a teacher center tomorrow, I could do it. You don't have flexibility of that kind in a state university, and I am aware of that -- which means additional negotiations, I guess. I don't think we violated any state rules, though.

Melnick I should say that the Chicago public schools also collaborate with other institutions of higher learning. We work with the Chicago State University, which, as its name implies, is state-funded. We work with Illinois Institute of Technology, which is privately funded. We work with Loyola and De Paul, which are Catholic institutions and privately funded. We work with the Chicago Circle Campus at the University of Illinois, which, of course, is state-funded. Area offices of the Chicago public schools tend to work with colleges and universities that are closest to them in geographical proximity.

Schwartz Again, I think the distinction between that kind of informal collaboration and what we're talking about here is that there was a commitment to participate for a given period of time. In the Ford program, there was representation on the policy-making committees at all levels from both institutions and there was a commitment to expenditure of resources, not just money, but staff personnel, and time, and so on.

Question: At your cadre schools you had just a two-way collaborative model then. You were not collaborating with other universities. Is that correct?

Melnick The Chicago public schools are collaborating with other universities.

Question: Within the cadre schools themselves?

Melnick Occasionally, if there were other kinds of experimental programs in the schools -- and I can think of one instance: the Dunbar Vocational High School had something going with ITT. They kind of interact or co-mingle, but there wasn't any formal consortium arrangement, if that's what you mean. There is a Chicago consortium composed of other universities in the Chicago area. We are not a member of it.

Conference Abstracts

SOCIO-POLITICAL ISSUES IN COLLABORATION

Bill Smith (see page 15)

A collaboration model, to be legitimate, must go beyond the technical dimension to concern itself with socio-political issues -- the involvement of all who have an interest in education. The collaborative effort, to be successful, must be open to public scrutiny.

The most fundamental issue in collaboration is that of power equalization. With the development of the collaboration concept through the Triple T Program, Teacher Corps and the Career Opportinuty Program, the socio-political notion of "community" gradually expanded, especially in a political direction, to involve community sectors more directly in the decision-making process.

Collaboration is time-consuming, and must be approached one step at a time. An outside facilitator is needed, mainly to summarize the dialogue without having a vested interest in the outcome. And participants must not be afraid to admit mistakes. Collaboration has become a necessity due to "revolutions" in American education: knowledge is expanding, the culture is changing, teachers and students have attained greater rights and privileges. States are demanding accountability, and teacher education is becoming competency-based. Full participation of all the "players" in education is required.

CONDITIONS OF COLLABORATION

Solon T. Kimball (see page 32)

Tensions are essential aspects of community life, and are often present in the various institutions which make up the community: family, church, education, health, government and so on. Where groups have mutual areas of common interest, the basis exists for cohesion as well as tension. A collaborative arrangement is one that brings together discrete groups that normally do not unite, or groups whose past relationships involve a great deal of tension, for the purpose of achieving a particular goal. In the school setting the groups may be identified as administrators, teachers and students. The role students play is always subordinate to the other roles in the school, and it is a function of the school to socialize students to behavior in accordance with this structure of relationships.

Collaboration can arise when a threat from outside the community makes it necessary for groups with no history of cooperation to come together to defend themselves against that threat. It can also occur where some problem affects groups to the extent that they come together for discussion of their shared interest. Or a combination of these can stimulate collaboration. At any rate, collaborative efforts, in order to be successful, must endeavor to bring all groups concerned into the collaborative relationship.

NEW SETTINGS AND COLLABORATION

Oron South (see page 41)

The difficult issues in collaboration are with resource management, attitudes and values -- not with technology. Today "knowledge workers," not manual workers, are at the base of our production system, and interaction with other workers is essential. Power no longer rests entirely at the top of the organization.

With an increasing number of choices available to us, the future is open -- resulting in subjective uncertainty about options. Further, we now recognize increasing interdependence among various sets of events and relationships, and this in turn requires more comprehensiveness in planning. Research in these areas often involves the scientist in an active relationship, and encourages a problem-solving approach. The relationships possible in collaboration involve an overlap of cooperation, contrast and conflict. They concern principles of teams, systems and multi-centered decision making. Roles need to be restructured to emphasize seizing opportunities, transcending conflict and mustering colleague support.

Collaboration can presumably be escalated by dealing with problems generically, rather than specifically. Difficulties result when there is competition over tasks or conflict over identity. It is at the interface between organizations where the pattern of collaboration is determined.

THE PROTOCOL MATERIALS PROJECT

Mike Kuhn (see page 65)

Protocol materials, or behavior samples, are being developed in answer to the need for recorded examples of human behavior which can be used to build a linkage between that behavior and the concepts which preservice and inservice teachers are expected to develop. Protocol materials are not training materials; it is assumed that training materials need to follow the use of the protocol materials in order to enable teachers to use these concepts in their own teaching.

The major tasks of most of the sixteen protocol projects initially funded by the Office of Education were to encourage field tests of protocol materials and to get reactions. First attempts at producing video tape recordings of classrooms encountered difficulty in focusing on the specific concepts which the protocols were to illustrate. Film, filmstrip and print-media protocols are now available on a limited basis. Already developed protocols have explored the classroom as a learning community, student attitudes toward school, language acquisition in young children and other subjects.

COLLABORATION AND STATE POLICY DEVELOPMENT

William Cecil Golden (see page 78)

Florida's high potential for educational reform lies in its strong legislature, its unitary department of education and its state board of education consisting of the Governor and his cabinet. In addition, Florida educators have reached consensus on certain basic beliefs which reflect the uniqueness of the individual, the sharing of power and the use of existing political processes to bring about change.

Certain key educational policy decisions in the past have brought about a feeling of optimism regarding change. These involved: 1) a strategy for constructive change; 2) the provision of developmental capital; 3) statewide assessment of student progress; 4) accountability; and 5) removal of constraints at the local level. More recent policy decisions, covering comprehensive educational planning, a new finance act and the creation of community-based school advisory committees, have served further to encourage both collaboration and shared decision making.

Collaboration and its related issues will make new demands on those concerned with teacher education as provisions are made for the inservice training of administrators, school board members and others in education. Teamwork skills are critical in this training; they should be provided by the organizations to which the people who are concerned belong.

COLLABORATION'S MULTIPLE REALITIES

Maxine Greene (see page 90)

Alfred Schutz has developed the concept of the stranger, whose function is to expose an in-group to knowledge outside its cultural pattern. Certain bureaucrats, technicians and resource managers in education are seen to function as such an in-group: they view collaboration only in terms of schemata which they already take for granted and which they assume to be valid for all participants. The stranger causes these persons to reflect upon conceptual limitations and realize the narrow applicability of their usual "recipes" for educational change.

Collaboration, therefore, means an understanding of differing vantage points and modes of interpretation. In our various roles in society, we have in common our shared experience and our relations with one another. Parents, teachers, administrators and other educational personnel must overcome natural enmities and engage in mutual dialogue as persons in situations, striving to be.

THE UNDERGRADUATE URBAN TEACHER EDUCATION PROGRAM

Dick Collier and Steven Korach (see page 127)

The Undergraduate Urban Teacher Education Program (UUTEP) in Lackawanna, New York, was a collaborative effort between the Lackawanna public schools and the State University College at Buffalo to prepare teachers for the inner city. Advice and financing were supplied by the New York State Department of Education. Students in the program received a substantial amount of their university credit through on-site work experience in the Lackawanna school system. Experienced "lead teachers" directed teams of students in planning and carrying out classroom activities. Some university coursework in modular form was offered in Lackawanna and related to student experiences in the public schools.

The Lackawanna Board of Education voted to discontinue participation in UUTEP, possibly because "outside" graduates of the program were being hired locally in preference to the community's own university graduates. Still, some principles for collaboration can be drawn from the Lackawanna experience. These include: 1) establishing a professional load for teachers and professors which includes working with student trainees; 2) scheduling all program-related meetings and activities during regular school hours; and 3) avoiding "recycling," where a student must repeat entire modules in order to make up unsatisfactory work.

THE DALLAS TEACHER EDUCATION CENTER

Ann Kieschnick and Dwane Kingery (see page 162)

A list of teaching competencies has been developed cooperatively by the Dallas Teacher Education Center and seven universities in the Dallas area, for the purpose of preparing teachers for work in the urban area. The universities are now providing activities designed to produce these competencies, which have been broken down into eight generic clusters: objectives, assessment, strategies, evaluation, classroom atmosphere, self-awareness and self-improvement.

In addition to its work with preservice teacher education, the Dallas Teacher Education Center offers inservice programs, conducts research and testing on teaching and disseminates instructional programs suitable for the Dallas area. It is committed to producing a management model which includes a comprehensive information system, urban-oriented teacher preparation programs and a cooperative graduate center.

COLLABORATION IN THE BAY AREA

Andrew J. Viscovich and Lewie Burnett (see page 174)

Universities and school districts collaborate for the following reasons: 1) to overcome a lack of sufficient resources in a single organization; 2) to meet the needs of special interest groups such as minorities; 3) to improve research and development efforts; 4) to provide continuing inservice work in teacher education and curriculum development; and 5) to deal with emergent community needs.

Collaboration in the San Francisco Bay Area occurs in various situations. The staff of the Oakland public school system often advises higher education institutions regarding programs of teacher education and administrative training. Conversely, universities offer collaborative aid in the training of replacement teachers to direct elementary classes during teacher prep periods, which were negotiated by the teacher associations. Three major areas -- Oakland, San Francisco and Berkeley -- share in the governance of the Bay Area Learning Center. Proposals for the management of the program were jointly solicited, reviewed and approved; it is operated through facilities in each of the districts, which become centers for teacher training.

Collaboration should seek win-win solutions where everyone is involved. The Bay Area Learning Center is one where people are comfortable, where they know how to plug into the system and get programs that make sense for kids.

THE FORD TRAINING AND PLACEMENT PROGRAM

Henrietta Schwartz and Curtis Melnick (see page 203)

A proposal by the University of Chicago has been translated into a six-year experimental program and funded by the Ford Foundation. The Ford Training and Placement Program has been defined as a "social system approach to training teachers for urban schools." It is implemented by "cadres" -- teams of teachers, administrators, social workers, psychologists and others in specialist roles at schools, as well as those representing the schools' "social system" -- principals or counselors, for example -- and community representatives. Finally, a cadre liaison member, or manager, is provided by the Ford program. Each program lasts three years, beginning with professional development and training in problems of inner-city schools, and ending with the cadres' placement in schools.

The program, which operates at the graduate level, involves collaboration among the University of Chicago, the Chicago public schools and the Ford Foundation. A basic assumption is that this, or any collaborative effort, is by nature a low-power organization. Secondly, it is essential to have a series of staff roles at the interface of the various organizations involved. Lastly, negotiation must be the operating process -- which is frustrating and time-consuming. The program has been successful in promoting collaboration between the university and the public schools, and has produced dedicated inner-city teachers, better working relationships among school personnel and improved curriculum materials for use with inner-city children.

Conference in Orlando: Governance by Consortium

At the National Consortium of CBE Centers Governance By Consortium Symposium on February 1 and 2, 1974, four papers were presented, and later at the National Conference on Collaboration these papers were abstracted and discussed by Norman Dodl and John Hanson. These abstracts are reproduced here.

ABSTRACT OF PAPER PRESENTED BY DEAN ROBERT HOWSAM COLLEGE OF EDUCATION, UNIVERSITY OF HOUSTON, HOUSTON, TEXAS

Dean Howsam presents the view of a college administrator in the development of consortium governance by presentation of a conceptual model of teacher education, explanation of the role and function of the teacher center concept within this model, and expansion of the definition of that role by identifying developmental avenues and potential problems. The conceptual model characterized teacher education and the school system as distinct subsystems of two sets of supra-systems, both functioning under the larger educational system. Teacher education is seen as the subsystem of both the university and the teaching profession and, as such, accountable to these bodies. The school system, on the other hand, serves as a subsystem of the state and the community, and holds direct responsibility or accountability to these institutions. The demands of the two subsystems, the school district and teacher education, on each other necessitates provision for planned responsiveness. The teacher center concept offers such a provision. These centers would include both governing and managerial representatives from organized professional groups, universities, school personnel and state and intermediate units.

Within the proposed conceptualization of teacher centers, the allocation of responsibility is based on a specific delineation of teacher education into the preservice, inservice and continuing education functions. Preservice holds the traditional definition and is seen as the primary responsibility of the university; inservice refers to that training necessary for a teacher to function within a specific school system or district, and is seen as the primary responsibility of the employing institution; continuing education is that education demanded by the profession in order to expose and educate its members to the changing state of knowledge of that profession, and, as such, is seen as the primary responsibility of the organized profession. Each of these demands collaboration with the other and utilizes the teaching center as a delivery system.

The last section of the paper is devoted to discussion of organizational issues and possible problems in development of teacher centers. Emphasis is placed on the need to expand the role of the organized profession, and to strictly avoid elimination of campus-based professional schools, thus retaining and improving the professional status of teaching.

ABSTRACT OF PAPER PRESENTED BY DR. JAMES TANNER, ASSISTANT SUPERINTENDENT, CLEVELAND PUBLIC SCHOOLS, CLEVELAND, OHIO

This paper will discuss the concept of collaborative governance of teacher education with special reference to competency-based teacher education viewed through the filter of administrative responsibility and practice in a major urban school system.

One possible hypothesis is that shared power - governance by consortium - will result in a more effective product of teacher education, i.e., a teacher with demonstrably appropriate knowledge and skills that will promote desirable learning in the teacher's pupils. Whether participation, which is accepted as a value in democratic society, can be translated into a concept of consortial governance whose essentiality to a system of teacher education can be scientifically established remains an issue.

Consortial governance should be recognized at this time as a political device which is useful in gaining support and endorsement of powerful forces in the educational enterprise. In some CBTE programs it may be necessary in some degree, while in others the mental and physical energy necessary to establish and maintain the governance structure may be more productively and appropriately devoted to other aspects of the program.

The determination and description of conditions which necessitate consortial governance, those under which it has little measurable impact on the possibility of establishing a technically successful program, and those under which efforts to achieve it may be counter-productive will enable more useful decisions to be made regarding governance structures and functioning.

Elam has indicated that the significance of shared power is a means of avoiding damaging contests over control. "The CBTE movement could deteriorate into a power struggle over who controls it. Thus, there is a need to specify decision-making roles early, to work out political and legal relationships satisfactorily."

With respect to participation in the governance of teacher education, what are needed are "arenas and procedures in which conflicts can surface and be constructively continued or resolved" which are appropriate to the nature of decisions to be made.

One such arena involves certification. Here the power to protect the public against incompetency and to guard against professional obsolescence must clearly involve technical as well as value decisions. Those decisions must be based on the best available technical information and the most reliable interpretations of public attitudes. Hence a mechanism for soliciting both kinds of input and for analyzing that input and weighing the potential import of it, for balancing the technical data and the impressions of lay persons, is needed.

Another arena for controversy and conflict is concerned with accreditation of teacher education programs. This is a field requiring mainly technical competence. The appropriate participants in this arena would be representatives of teacher education institutions, local education agencies, teacher organizations and scholarly societies. Again, though, the responsibility for making official decisions rests with officials, and they should not be permitted to pass that responsibility to others who lack authority for carrying out the decisions.

In his discussion of the governance of CBTE, Kirst emphasizes that the political brokerage function of governance and the question of representation are pervasive issues to be dealt with in establishing governance structures and patterns in CBTE programs. In the political brokerage aspect the structure must reflect the fact that such groups as the following have vested interests in the development of teacher education: organized teachers, parents, ethnic minorities, students, legislators and governors, foundation officials, federal bureaucrats, institutions of higher education, and other educational organizations, in addition to state education agencies and spokesmen for conflicting shades of educational philosophy.

We need, also, to identify clearly the concept of representation that is appropriate to the particular structure or function. The two general categories of representation are symbolic and accountable. The former is chosen on the basis of technical competency not necessarily with reference to organizational membership. Such persons are usually chosen as individuals and are expected to operate as independent members of the group.

An accountable representative is answerable to a particular constituency for his conduct as a member of the participatory group. In a teacher education governance board, such a person might, for instance, be a spokesman for and accountable to a civil rights organization, or the NEA or AFT or AAUP.

In building an effective governance structure and pattern for a particular program, it is conceivable that both types of representation will be not just desirable but necessary. In governance that is understood to encompass both policy making and its execution, issues will be rational, political, value-bound, or irrational - variable structures are needed to provide for their solution.

On the question of group membership in a particular consortium and on that of representation within the consortium structure, schools will demand that decisions be specific to situations.

An additional pertinent issue is whether the consortial character of a particular program must necessarily include the governance of the program. What, for example, is the palpability of a plan that would have the consortium concept involved only in making programmatic content decisions? Or as a review mechanism for a program that is essentially the responsibility of a single agency?

Still another area to be explored (or perhaps another way of exploring the same area) is the possibility of adjunctive rather than conjunctive decision making. A consortium by definition implies the surrender of power by some agencies who join the consortium. Likewise, it also implies the acquisition of a degree of power by others. The formation of a consortium suggests, moreover, the establishment of a new entity with authority and responsibility to serve as the agent plenipotentiary of the members of the consortium. Perhaps for clarity, it would be useful to think of partnerships in competency-based teacher education whose structural base might range from something like an adjunction to something like a merger.

A critical concern is the steadfastness with which we hold to the concept of parity as "equality, as in amount, status, or value" or whether we are willing to substitute for parity the idea of equity which includes fairness, impartiality and justness.

ABSTRACT OF PAPER PRESENTED BY THOMAS Y. HOBART, JR., PRESIDENT, NEW YORK STATE UNITED TEACHERS

Recognizing that governance of teacher education by consortia is currently being established both voluntarily and by governmental mandate around the country, the author, representing the viewpoint of teacher organizations, suggests several conditions under which such consortia can become viable.

First, teacher organizations have grown and prospered over the last several years because of their demonstrated impact on governmental, economic, and professional improvements for teachers and education. However, since teachers have just begun to assert their power and prestige through these organizations, consortium governance should not threaten their positions.

Secondly, teachers, over the years, have found themselves outnumbered and then outvoted by groups that have had "little expertise in classroom affairs." Therefore, the teachers within any consortium must have significant rather than token involvement, perhaps including veto powers.

Thirdly, the local teacher organization must be the teachers' representative in any consortium since the organization both protects the position of the teacher and represents a broad base of teacher input.

Fourth, teachers must be properly remunerated for their service while simultaneously being granted the released time required to effectively function within the consortium. The teacher can no longer be the one to bear the total burden for extended responsibilities.

Fifth, a "win-lose" structure should not be adopted by the consortium. Instead, all parties represented in the consortium should clearly state their positions, including their "non-negotiable" items. This will allow the process of negotiation to proceed as a forum through which all parties can understand the various concerns while identifying those on which they can work and agree.

Sixth, the acceptability of the consortium as a method of governance should be established prior to the examination of any teacher education concerns or mandates, i.e., competency-based teacher education/certification.

Lastly, it is fundamental that all parties, including teacher organizations, universities, states, and school districts, make public their role and function in the improvement of that education. Thus far such roles and functions have been implied but not specified.

ABSTRACT OF PAPER PRESENTED BY LILLIAN V. CADY, DIRECTOR PROFESSIONAL EDUCATION AND CERTIFICATION, WASHINGTON DEPARTMENT OF PUBLIC INSTRUCTION

During the past ten years two notions have taken form which have potential for significant change in teacher education. One idea ... that preparation programs be based on desired output/performance rather than on input/content...has given life to the National CBTE "movement." The second notion...that teacher education be a partnership endeavor... is still in the process of becoming.

The significance of the partnership notion is, however, dependent on how the idea is conceptualized. If the notion is to affect all phases of teacher education and certification, it should have impact on all phases of teacher education and certification. In the State of Washington the partnership or "consortium" notion encompasses certain basic concepts. As conceptualized in Washington State a consortium should:

1. be more than shared management or a contracted agreement;
2. signify a union, a fellowship, wherein openness, trust, and regard exist among partners;
3. include shared decision making and parity;
4. insure that each partner bears responsibility and accountability;
5. stress that each partner has an equal voice in all phases of governance and program.

The state agency's responsibilities in any partnership will, however, depend on the role (s) it chooses or is directed to emphasize by the people in charge and/or by tradition. Possible roles of state agencies in consortium arrangements include the following: (1) regulator, (2) reactor, (3) leader, (4) mediator, (5) partner, or (6) guardian.

If a consortium arrangement is conceptualized as a union characterized by parity, participatory decision making and mutual involvement in all policy and program activity, the foremost issue may be: "Who's in charge here?" Does the state agency specify roles and responsibilities of each consortium agency for all phases of policy and program? Does the state agency honor the conceptualization of the consortium as a fellowship,

gating responsibility to the consortium to make such assignments? Does the state agency make certain assignments in relation to administration and management and leave programmatic concerns to the consortium? How the state agency resolves this dilemma may mean the survival or demise of the consortium notion.

State agencies may be *leaders* in the consortium effort or they may elect to be *regulators* and *reactors* only. Regardless of the role elected or dictated, the state agency will be involved. Whether the state agency gains or loses prestige and influence in teacher education may depend on the role it plays in this effort. In addition, the impact and direction of the consortium notion will definitely be affected by the state agency role.